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ABSTRACT

This report contains statements by a variety of persons and organizations on House of Representatives Bills amending the Elementary and Secondary Education Act of 1965 (ESEA). Particular attention is given to the value of Title I ESEA (compensatory education) programs since some of the Bills propose to amend or extend these programs. Another Bill proposes a type of revenue sharing. (JF)

ED 083750

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

HEARINGS

BEFORE THE

GENERAL SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETY-THIRD CONGRESS

FIRST SESSION

ON

H.R. 16, H.R. 69, H.R. 5163, and H.R. 5823

BILLS TO EXTEND AND AMEND THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965, AND FOR OTHER PURPOSES

HEARINGS HELD IN WASHINGTON, D.C.
FEBRUARY 27, 28; MARCH 1, 5, 6, 7, 12, 13, 14, 15, 19, 1973
AND MOREHEAD, KY., MARCH 23, 1973

PART 2

Printed for the use of the Committee on Education and Labor
CARL D. PERKINS, *Chairman*

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ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

TUESDAY, FEBRUARY 27, 1973

House of Representatives,
General Subcommittee on Education,
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:05 a.m., pursuant to recess, in room B-374, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Lehman, Bell, Peyser, and Towell.

Staff members present: John F. Jennings, majority counsel; Christopher Cross, minority legislative associate; Eydie Gaskins, special assistant; and Toni Painter, secretary.

Chairman **Perkins**. The committee will come to order. A quorum is present.

Our first witness this morning is Superintendent Nyquist, Commissioner of Education, Albany, N.Y. I am delighted to welcome you here this morning. He is accompanied by Mr. MacKinnon. Come around, gentlemen.

Dr. Nyquist, you proceed in any manner that you prefer. We are delighted to welcome you here. We are particularly concerned about the formula for title I. Since you have some knowledge of the way the formula has worked in your State, I would like for you to tell the committee whether or not you would be in favor of going to testing and let that be a basis for the distribution of the money.

Give us some insight along that line, if you can, in connection with your testimony this morning.

Mr. **Peyser**. Mr. Chairman, will you yield for a moment?

Chairman **Perkins**. Yes.

Mr. **Peyser**. I wanted to particularly thank the Commissioner for being here——

Chairman **Perkins**. I wanted to congratulate my colleague. He is one of the most worthy men in Congress. He is always on hand, and he has made every contribution in the field of education that he can possibly make since he has been here.

It is always pleasing to have Mr. Peyser by my side.

Mr. **Peyser**. Thank you, Mr. Chairman, I want to say that having Commissioner Nyquist here this morning is a real opportunity because he has faced one of the most difficult periods in the educational process, in New York State, and I think he has been innovative, and has created an atmosphere in New York in a very difficult time that I hope and believe is having an impact on education all over the country.

I think we are fortunate in having him here.

STATEMENT OF DR. EWALD B. NYQUIST, PRESIDENT, THE UNIVERSITY OF THE STATE OF NEW YORK, AND COMMISSIONER OF EDUCATION, ACCOMPANIED BY P. ALSTAIR MacKINNON, ASSISTANT FOR FEDERAL LEGISLATION

Dr. NYQUIST. Thank you very much.

Chairman PERKINS. Without objection, your prepared statement will be inserted into the record and you proceed in any manner you prefer.

[The statement referred to follows:]

STATEMENT BY DR. EWALD B. NYQUIST, PRESIDENT, THE UNIVERSITY OF THE STATE OF NEW YORK AND COMMISSIONER OF EDUCATION

Mr. Chairman and members of the committee, I am Ewald B. Nyqust, President of the University of the State of New York and Commissioner of Education. May I express my appreciation for this opportunity to address the legislation before this Committee, notably H.R. 69 and H.R. 16, proposals extending and renewing Federal elementary and secondary education programs. I would like to highly commend the Honorable Chairman Perkins for moving ahead with speed in this critical area of need.

The issues I address appear in the following order: Program Evaluation, ESEA Design and Administration, Fiscal Year 1974 Budget, Financing Elementary and Secondary Education, Social/Effort Overburden, Federal Resource Allocation, and Other Comments on H.R. 69.

I. PROGRAM EVALUATION

A. Title I

During the past five years, substantial Federal funds have been expended for compensatory education programs under ESEA, Title I. There is considerable controversy over the impact of this expenditure. Evidences of specific projects can be shown to have created exceptionally good results. Gross evaluations of the program tend to be disappointing to all parties. It is important to note that ESEA, Title I from the outset was never fixed as a program which had very concrete and explicit objectives for the basic skills of reading or arithmetic—those subjects which are most likely to be evaluated. The legislation did not state that the objective of Title I, for example, was that each person who was receiving assistance from this Act would achieve one grade level of reading or arithmetic performance in the course of one year's study. Since no such nationwide explicit objectives were established, it is impossible to weigh the value of ESEA I by a nationwide test on specific reading and mathematic measures or any other measures.

The critics of ESEA, Title I point to the fact that in the urban and rural areas toward which Title I funds were directed, there has, in general, been a decline in reading and mathematic test results. The unknown factor is, however, how much of a decline there would have been had there been no expenditure of Title I, ESEA funds. Although it is incumbent on all authorities who have had responsibility for Title I funds, to develop the best evaluation measures possible on the broad array of projects, we must admit that the overall question of the "value" of this compensatory education program cannot be definitively stated. It must be noted that this admission is no different from that which must be made by those who administer the billions of dollars in health care and research in social welfare programs, in defense programs, or virtually every other service of government. The ultimate test of the "value" of these several services or activities of government is impossible to state.

We can, however, point to crtain effects that programs such as ESEA, Title I have had. Three are cited.

Before 1966, although there were scattered examples of compensatory programs, it was little understood or accepted in this nation that in order to achieve more equal performance it would be necessary to have unequal expenditures. Title I, ESEA broke the ice in gaining the recognition that children who were economically and educationally disadvantaged would need more resources per pupil than more advantaged pupils in order to achieve the desired results. In a state such as New York, it was only after ESEA Title I that the state was moved to the establishment of an urban education program directed specifically at those children whose reading performance was below competence. In other states, similar programs have subsequently been developed. ESEA, Title I has helped to establish an important understanding and concept in educational expenditure.

In the administration of ESEA, Title I, particularly with regard to the issue of comparability, the Nation's attention has been drawn to the fact that there is an unequal distribution of resources for education within the school districts and among school districts, in this case in general, the less advantaged students receiving lesser resources within a school district than the more advantaged students because of a variety of factors, the most important one being the experience of the teacher.

Although it was not an expressed purpose of ESEA I to achieve the result of altering expenditure patterns in the states which generally tend to have state aid formulas that favor suburban and not urban and rural areas, ESEA, Title I has resulted in putting greater resources into the latter areas. The net effect, therefore, has been to move school expenditures in the direction of equalization as called for in the *Serrano* or *Rodriguez* decisions .

1. Survey results for reading and mathematics.—In response to requests, the New York State Education Department has made a survey of reading and mathematics achievement data collected from ESEA I project participants. The study followed a procedure of comparing pupils' predicted achievement gains with their actual gains, devised by the Northeastern State ESEA I evaluators in mid-1972. Reading and mathematics were selected as the sole academic areas for investigation.

The study used as a basic statistic the rate, in months, of educational progress made by students. A particular student's past progress was analyzed to determine his rate of achievement on a month-to-month basis. The research used the assumption that the pupil would continue at this computed rate. This established his Predicted Gain. Students were given tests before entering ESEA I funded programs and upon completion of the programs. The resulting rates of growth, in months, achieved during the programs were averaged, thus obtaining a Grand Mean (average) Rate of Gain for Reading and a Grand Mean Rate of Gain for Mathematics. Reading and mathematics data were then separated into a "Lesser Grand Mean" for elementary pupils only and "Lesser Grand Mean" for secondary pupils. The results are averages for total mathematics and total reading scores (Grand Means) ; and separate averages for mathematics and reading by level (elementary and secondary "Lesser Means"). Let me briefly indicate the levels of success shown by these ESEA I programs.

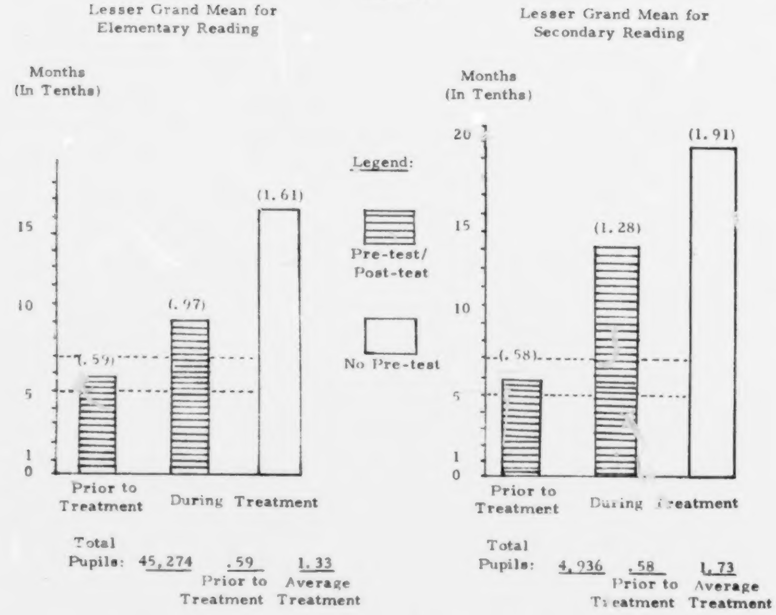
The Grand Mean Rate of gain for over 45,000 ESEA I program elementary and secondary pupils in reading achievement was more than 1⅓ months, per month. This compares quite favorably with a predicted ½ months gain, per month. The Grand Mean Rate for 8,000 elementary and secondary students in the mathematics area was computed at 1¾ months gain per month ; this as against a prediction of, again, only ⅗ months progress per month. This demonstrates an appreciable difference between achievement gains predicted by previous scholastic records and gains occurring during the special treatment provided by ESEA I.

The data has been presented here in graph form, each graph being followed by a brief narrative summary. Complete raw data is available, though the graphs adequately represent the major trend in the findings.

It should be noted, when considering the effectiveness and completeness of evaluation, that several problems, endemic to large urban areas such as New York City, prevent an extremely thorough evaluation. First, the city student population is characterized by a high turnover rate. In New York City, District I has reported a 70 percent turnover for the 1972–73 school year by *February 1!* Second, urban centers are also the scene of strong out-migration. New York City, again, reports an average of 21 percent per school year.

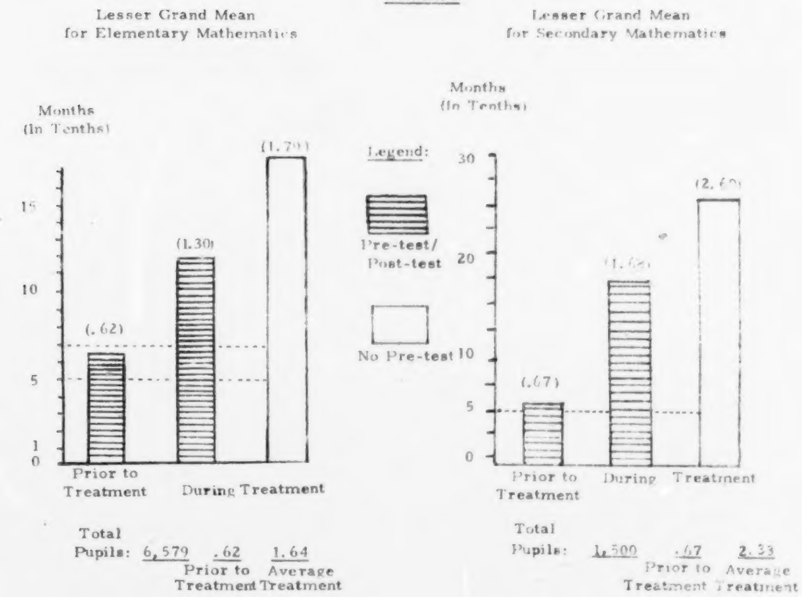
These factors lead to some distortion and inaccuracy in large city evaluation data, but the Title I data to follow has to some degree been corrected for these possible errors.

TABLE 1



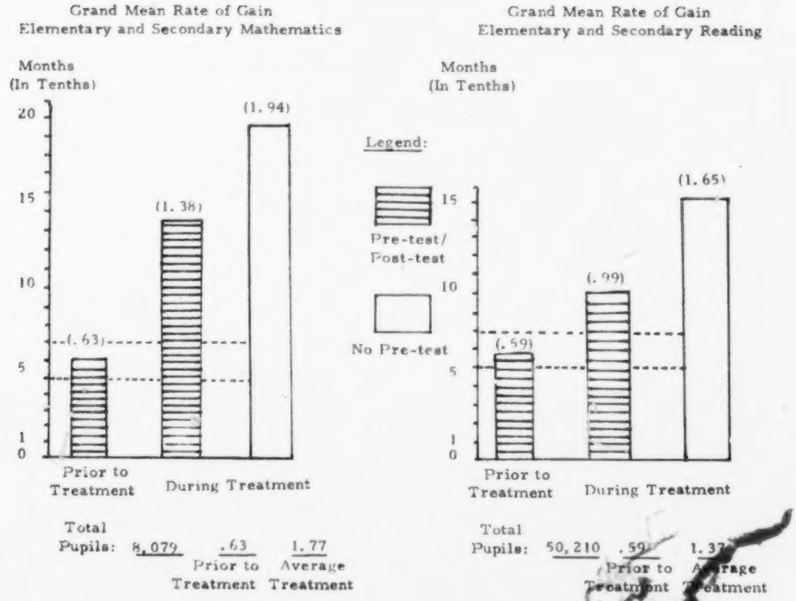
***Lesser Grand Mean Rates of Gain for Elementary and Secondary Reading.*—** **The graph above presents average rates of gain prior to treatment for all elementary and secondary treatment participants where predicted rates were available and where they were unavailable. Accompanying this information are the average rates of gain during treatments for all treatment-participants for both groups. The data is combined for both elementary and secondary reading treatment-participants. The Lesser Grand Mean Rate of Gain for 19,567 elementary treatment-participants prior to treatment was .59 months gain per month of school year. The Lesser Grand Mean Rate of Gain for 45,274 elementary participants was 1.33 months gain per month of treatment. The Lesser Grand Mean Rate of Gain for 1,428 secondary participants prior to treatment was .58 months per month of school year. The Lesser Grand Mean Rate of Gain for 4,936 secondary participants was 1.73 months gain per month of treatment.**

TABLE 2



Lesser Grand Mean Rates of Gain for Elementary and Secondary Mathematics.—The graph above presents average rates of gain prior to treatment for all treatment-participants where predicted rates were available. Accompanying this information are the average rates of gain during treatments for all treatment-participants for both groups. The data is combined for both elementary and secondary mathematics treatment-participants. The Lesser Grand Mean Rate of Gain for the 6,579 elementary pupils was 1.64 months per month between pre-test and post-test administrations. The Lesser Grand Mean Rate of Gain for all 1,500 secondary mathematics treatment participants was 2.33 months growth per month that elapsed between the pre-test and post-test administrations.

TABLE 3



Grand Mean Rate of Gain for Reading and Mathematics.—The graph above presents average rates of gain prior to treatment for the combined elementary and secondary reading and combined elementary and secondary mathematics treatment-participants. Group Mean scores were available for over 58,000 pupils that achieved beyond expectation. The 20,995 pupils for which predicted post-test reading means were available achieved at a rate of .59 month's growth for every month spent in school. The same pupils achieved at a rate of .99 month for every month between pre-test and post-test during the ESEA I funded treatment. The 29,215 treatment-participants for whom no predicted post-test reading scores were available achieved at a rate of 1.65 months for every month between pre-tests and post-tests.

The Grand Mean Rate of Gain in Mathematics for 2,451 treatment-participants prior to treatment was .63 month's gain per month of school year. The Grand Mean Rate of Gain for all 8,079 participants was 1.77 months' gain per month of treatment. The same pupils achieved at a rate of 1.38 months for every month of treatment between pre-test and post-test. The treatment-participants for whom no predicted pre-test reading scores were available achieved at a rate of 1.94 months for every month between pre-test and post-test.

2. Survey results for Migrant education programs.—In Fiscal Year 1972, New York State schools provided special education programs for approximately 7,000 children of migrant agricultural workers. Because these children move from school district to school district, inter- and intra-state during the school year, the lack of continuity in educational presentation hinders their academic progress. New York has attacked this problem by providing compensatory programs both during the regular school year and during the summer periods. Summer programs are *totally* funded by Federal money, while during the regular school term Federal funds supplement the local and state basic expenditures. Presented in the tables which follow are summaries of test results from Summer Migrant Programs which were compiled by the Bureau of Pupil Testing and Advisory Services of the New York State Education Department. We have chosen to concentrate on summer projects for several reasons. First, it is possible to isolate and identify a specific program population, since the children are exposed to the entire program (6–8 weeks). Second, followup studies are made possible through program isolation. Finally, as previously stated, summer programs are totally funded by Federal funds, making the correlation between the Federal contribution and program achievement highly visible.

Several major findings demonstrate the high impact of these programs.

Achievement gains in summer and school year programs are extremely consistent over the range of six years (TABLE 6);

School term gains for these educationally disadvantaged children consistently meet or exceed the expected normal gain of six months per ten-month period;

Summer test scores most emphatically show extremely high gain—usually three months per one and one-half months' treatment. This figure is two and three times the expected growth rate for summer programs;

Mathematics and reading scores for summer programs both show consistency, and normal and above-normal gain rate (TABLES 4, 5 and 6);

The 1972 monolingual and bilingual children showed equally favorable reaction to the migrant summer program (TABLE 7); demonstrating the high effectiveness of the projects.

We believe this data shows the effectiveness of concentrating Federal support on specifically identified groups of the educationally disadvantaged. But more importantly, the data shows the necessity for continued Federal funding in these areas. The money is necessary, first to support the strong summer programs and second, to provide assistance to compensatory programs during the school year.

TABLE 4.—WIDE RANGE ACHIEVEMENT TEST—SCORES IN READING FOR 6- TO 8-WEEK SUMMER PROGRAMS

Grade	Age range	Number	Pretest average	Posttest average	Average gain
K	4.8– 5.7	60	P=K0.77	K0.12	+0.35
1	5.8– 6.7	182	K.39	K.69	+.30
2	6.8– 7.7	171	1.56	1.75	.19
3	7.8– 8.7	201	2.33	2.57	+.24
4	8.8– 9.7	196	3.22	3.53	+.31
5	9.8–10.7	201	3.64	4.22	+.58
6	10.8–11.7	157	4.20	4.83	+.63
7	11.8–12.7	134	4.79	5.57	+.78
8	12.8–13.7	80	5.58	6.32	+.74
9	13.8–14.7	40	5.93	6.75	+.82
Total: Grades K to 9		1,422	2.91	3.35	+.44

The table above presents test scores and gains in months for migrant children in Federally-funded summer reading programs, grades K–9. The lowest average gain is 1.9 months, which is nearly two times the expected gain for a six to eight week summer program. The overall average gain for the 1,422 pupils is 4.4 months, demonstrating the high impact of the programs. Especially significant in an analysis of the programs is in progression in number of months gained as grade level increases.

TABLE 5.—WIDE RANGE ACHIEVEMENT TEST—SCORES IN ARITHMETIC FOR 6- TO 8-WEEK SUMMER PROGRAM

Grade	Age range	Number	Pretest average	Posttest average	Average gain
K	4.8– 5.7	60	P-K0.89	K0.33	+0.44
1	5.8– 6.7	182	K.56	K.93	+0.37
2	6.8– 7.7	172	1.55	2.03	+0.48
3	7.8– 8.7	202	2.29	2.67	+0.38
4	8.8– 9.7	196	3.02	3.31	+0.29
5	9.8–10.7	199	3.60	3.91	+0.31
6	10.8–11.7	155	4.12	4.42	+0.30
7	11.8–12.7	133	4.43	4.91	+0.48
8	12.8–13.7	80	4.84	5.43	+0.59
9	13.8–14.7	40	5.40	5.80	+0.40
Total: Grades K to 9		1,419	2.79	3.17	+0.38

Table 5 above displays mathematics test scores from summer programs for migrant children grades K–9. The gains in months clearly show consistent above-expectation achievement by the pupils in these Federally-funded programs. The

3.8 months gain average is nearly four times the expected gain for a six to eight week summer program.

TABLE 6.—COMPARISON OF GAINS ON WRAT—1967 THROUGH 1972 FOR 6- TO 8-WEEK SUMMER PROGRAMS

[N=2,000]

Year	Average amount of gain	
	Reading	Arithmetic
1967	0.40	0.31
1968	.33	.31
1969	.29	.22
1970	.32	.24
1971	.31	.29
1972	.44	.38

This table plainly demonstrates the high yield in terms of months gained in summer programs, as well as the consistency of high yield over a six-year period.

TABLE 7.—WIDE RANGE ACHIEVEMENT TEST—SCORES OF BILINGUAL AND MONOLINGUAL GROUPS

Migrant groups	N	Average age	Prestest average	Posttest average	Average gain
Spanish-English:					
Reading	233	9.7	3.13	3.58	+0.45
Arithmetic	233	9.7	3.25	3.52	+.37
English only:					
Reading	1,237	8.8	2.93	3.36	+.43
Arithmetic	1,234	8.8	2.76	3.15	+.39

How do the gains of bilingual children compare with those of monolingual children? Complete test information was available for 233 bilingual children who speak Spanish as their primary language. As Table 7 shows, this bilingual group made average gains of .45 in reading and .37 in arithmetic. The 1,241 participants who speak English only gained .43 in reading and .39 in arithmetic.

TABLE 8.—CUMULATIVE GAINS OF REPEATERS ON THE WRAT OVER 2 YEARS

Repeater group	N	Reading			Arithmetic		
		G.E.	S.	R.	G.E.	S.	R.
1971 and 1972 only:							
Posttest average—1971	305	2.32	0.38		2.28	0.27	
Pretest average—1972	305	3.06		0.74	2.81		0.53
Posttest average—1972	305	3.42	.36		3.22	.41	
1-year gain		+1.10			+.94		
1970, 1971, and 1972 only:							
Posttest average—1970	152	2.07	.27		2.14	.24	
Pretest average—1971	152	2.93		.86	2.68		.54
Posttest average—1971	152	3.17	.25		3.00	.31	
Pretest average—1972	152	3.84		.67	3.43		.43
Posttest average—1972	152	4.17	.33		3.81	.37	
Posttest gain—1970-71	152	+1.10			+.86		
Posttest gain—1971-72	152	+1.00			+.81		
2-year gain—1970-72		+2.10			+1.67		

This table is an excellent demonstration of the continued growth of children as they return to repeat the various summer programs. There is indicated a strong correlation between high achievement in summer programs with similar achievement gains in regular school year programs. The rate of educational gain for these migrant repeaters is very close to the rate of growth of "norm" groups exposed to similar continuous schooling.

We hope that such evidence of Federal dollar effectiveness and necessity will bring continued support for disadvantaged programs from Federal legislation.

B. Title II

Aside from the important contribution of enabling local agencies to improve the quality and availability of school library media services and resources and stimulate new approaches to learning, Title II has had other beneficial consequences within the educational system.

First, the Basic Grant of ESEA II has required applicants to engage in detailed and systematic planning efforts. Progress in local agency planning can be readily noticed in comparison to their past efforts with earlier applications of three years ago.

Second, the maintenance of local effort provisions of Title II has provided incentive for localities to make true commitments to programs and change that might not have been attempted under conditions of no Federal aid. Local citizens cannot support educational costs from local dollars alone.

Third, ESEA II has provided assistance to the new regionalism concept in New York, BOCES, permitting speedier, more efficient and economic implementation.

ESEA II has been extremely valuable, but we propose that its value to the educational efforts of local agencies could be greatly enhanced through a consolidation with NDEA III, thereby providing increased incentive and financing in this area.

C. Title III

In the seven Federal Fiscal Years since the passage of the Elementary and Secondary Education Act, Title III has undertaken the development of innovative and creative solutions to assessed educational needs. During this period educational expenditures in New York State have totaled 29 billion dollars of which Title III has totaled 70.5 million or two-tenths of one percent of the total expenditure.

Federal fiscal years	Total education expenditures		Percentage of total educational expenditures
	New York State	ESEA title III	
July 1965 to June 1972	$29,000,000,000	$70,500,000	0.2

Title III has funded regional projects including Regional Planning Offices which serve the entire State.

186 local districts and Boards of Cooperative Educational Services have participated in projects targeted on individual districts with 6.6% of public school pupils and 4% of non-public school pupils participating.

Federal fiscal years	Number of local school Districts and/or BOCES participating	Percentage of New York State pupils participating	
		Public	Nonpublic
June 1965 to June 1972	186	6.6	4

Title III successes may be measured when local school districts reallocate resources and support Title III initiated programs at the conclusion of the Federal funding cycle. Further value is indicated when other districts replicate, wholly or in part, effective practices. Since FY '70 under State administration, 66 or 87 projects or 76% have been continued by local districts from existing funds. During this same time period 219 other districts have adapted or adopted these effective practices.

In FY '72 a short-term Mini-Project Program stimulated creative solutions to local problems. 273 projects were funded, with over 40,000 public school and 3,000 non-public school participants. 170 of these projects have been continued by the local districts.

Time period	Projects initiated with— Title III funds	Projects continued with— Local funds	Percent continued	Number of districts replicating practices
July 1969 to June 1972	87	66	76	219
July 1971 to June 1972	273	170	62	

Plans are underway to initiate diagnostic-prescriptive and instructional support services for children with handicapping conditions with FY '73 funds.

New York State is nominating eight projects in the National Title III Validation Study. This new process will identify and validate effective programs and practices for national dissemination.

In sum, ESEA III has been effective in promoting educational change in New York State. *Two-tenths of one percent of the total New York State educational expenditures has had a direct effect on 6.6% of the public school pupils, 4% of the States non-public pupils in 186 local school districts and BOCES.* Since July 1969, 76% of federally funded Title III projects have been continued with local funds and 219 school districts have replicated practices developed by Title III, ESEA.

D. Title V

Title V in New York State has been used to carry out a number of special studies and innovation projects which have led to improvements in the State Education Department's programs. We have been able to improve our information-gathering capabilities and conduct studies in such areas as student financial aid, regional data processing centers, special educational problems of the cities, and measuring the educational performance of schools.

Since such programs as would come under Title V grants necessitate rigorous practices of staff recruitment and planning, we propose that this Title be amended to the effect that five-year programs of grants to States or groups of States be established. This would enable the creation of truly comprehensive, systematic and continuous programs of planning, implementation and evaluation.

E. Title VII

There are presently 24 bilingual education projects funded under ESEA Title VII in New York State. The program has grown from three programs in 1969–70 to the present size which reaches 16,194 students. Though growth is apparent, the present program appears dwarfed by the fact that New York State has over 300,000 pupils in need of such transitional education. If Title VII type monies were terminated, these meager beginnings would be hampered. The need for bilingual education is demonstrated by the following data.

NEW YORK CITY

PERCENT OF PUERTO RICAN CHILDREN BELOW GRADE LEVEL IN READING

	Below	2 years below	4 or more years below
5th grade	81	47	
8th grade	86	35	31

In addition to Titles I and VII, bilingual education projects and administration receive funds from each of the ESEA titles.

New York State has placed bilingual education among its top three priorities as recipients of funds from ESEA Title I for 1972–73. To this end, we encourage the provision of Federal funds sufficient in size to continue our burgeoning program.

II. ESEA DESIGN AND ADMINISTRATION

One of the major policy issues involved in the consideration of renewing Federal support to elementary and secondary education is the design of the package. It appears that at least three options are being thought about, each with advocates from various sectors of government and the education community. The proposal presently before this committee would renew the Elementary and Secondary Education Act with all or most of the categorical titles left intact and some alteration of the formula for distribution of funds, particularly for Tilte I. A second option appears to be "program consolidation", combining certain titles and sections of the Elementary and Secondary Education Act in such a way that the Act would still have certain categorical designations but a smaller number of categories than at present. To date, no bill has been introduced to achieve this alternative. A third option is "education revenue sharing" as proposed by President Nixon in his Fiscal Year 1974 budget. Although the Administration has not yet offered legislation in this regard, the structure of the Fiscal Year 1974 education budget is based on the existence of a revenue sharing program and the assumption that it will be passed by Congress, enacted into law, and implemented by July 1, 1973, when the Elementary and Secondary Education Act of 1965 and amendments will have expired. As a result, there exist many unanswered questions concerning the fate of some ESEA programs under an Administration education revenue sharing bill.

In certain ways, proposals for extension and renewal of ESEA, for program consolidation, and for education revenue sharing are likely to overlap. Regardless of which general label is given to legislation for supporting elementary and secondary education, the degree of differences among options is found ultimately in the particular earmarkings or strictures placed in program consolidation or education revenue sharing. In any of these approaches, we believe that certain principles and administrative factors should be incorporated.

A. Principles for Design

1. *Federal funds as a supplement.*—Elementary and secondary education is the responsibility of the state and the major portion of funding for such education is from state and local resources. Federal funding should be designed to supplement these resources, as well as be directed toward particular Federal purposes. In this context, Federal funds should be provided to the States in a manner that will permit and enhance the combination of Federal with state and local funds in equalization of opportunity among school districts in a state. Thus, States should be given the opportunity to merge Title I resources and state compensatory resources into one education package for the disadvantaged.[1] In addition, Federal "incentive aids" for complementary state programs, similar to the State Scholar Incentive Program passed last year, might be considered for certain categorical areas.[2] Only 16 States in the Nation currently have state categorical aid programs for the disadvantaged.

2. *Federal funds as target aid.*—Federal funds should provide services to population groups in particular need of additional educational expenditures. Examples would include the economically and educationally disadvantaged, the mentally and physically handicapped, and persons in programs of occupational education.

If new categorical programs are to be created, it is necessary to reassess the purposes of the existing programs to avoid duplication and overlap. We have long advocated that when more than one special program exists for the purpose of accomplishing similar or identical objectives, legislative consolidation of these related programs should be realized, but without a reduction in Federally allocated resources to the States. This would also affect a critical mass concentration of funds on high need areas, the value of which has been demonstrated by New York's summer migrant education program under Title I. Of the legislation currently in operation, one desirable consolidation would include programs serving children whose underachievement is related to poverty. These programs are Elementary and Secondary Education Act, Titles I (Education of Children of Low-Income Families); VIII (Dropout Prevention); Economic Opportunity Act Programs, Headstart and Follow-Through; Teachers Corps; Urban-Rural and Career Opportunity. The latter training activities have a high impact on the education of disadvantaged children and career opportunities for disadvantaged educational personnel. This consolidation would also have the advantage of targeting programs and training funds together.

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[1] This concept was advocated in testimony before this Committee by Robert J. Goettel from the Policy Institute of The Syracuse University Research Corporation, on February 7, 1973, p. 9.

[2] Also supported in testimony by Michael W. Kirst, Stanford University, on February 8, 1973, p. 6.

Other possibilities include merging ESEA II with NDEA III and combining ESEA dissemination set aside funds. A number of ESEA titles specifically set aside funds for the dissemination of information about promising practices. A renewal of the legislation should provide for a consolidation of these funds so that state education agencies can more effectively carry out the dissemination function.[3]

3. Federal funds as an equalizer of outcomes.—Federal funds should assist in equalizing educational opportunities and outcomes among the States, as well as within each state. This does not necessarily mean the same number of dollars per pupil to each state. The factors of regional difference in cost of services and the fiscal capacity of the state, related to the overall commitment to expenditure for social programs, must be considered in the Federal distribution of funds. The unique problem of social overburden is addressed in more detail later in this testimony.

4. Federal funds as support for research and development activities.—In addition to support of educational operations as indicated above, Federal funds should be earmarked for research and development activities which require a critical mass of resources not available to a single state or local school district; and for educational personnel development through aid to the states for both preservice and inservice training in educational institutions and in teacher centers.

B. Administrative Factors

1. *State Agencies and Federal program administration.*—We believe that the key point for the coordination of local, state, and Federal programs is at the state agency level. State educational agencies are being strengthened, in part with the assistance of Title V and other Federal programs, and many have established a tradition of leadership in the educational programs of their States. The tendency of communities, cities, and counties to bypass the state and separately or cooperatively relate to the Federal Government for financial and other assistance compounds the existing confusion of diverse delivery mechanisms.

The Congress should provide, in all Federal acts, funds for state agencies to carry out their role. At least five percent of any Federal financial support to state or local agencies should be provided to state agencies for purposes of developing state plans for the use of funds, administration of funds, and the monitoring and evaluation of programs.

In the implementation of legislation, Federal agencies should be required to submit proposed regulations to the state education agencies so that the formal governing structure may comment upon their content. This is particularly important in view of the unique characteristics of regions and target population groups and for the later monitoring and evaluation activities the state agency will carry out. Federal agencies have attempted to do this on their own with some success in regard to the Education Amendments of 1972. This practice should be the rule and not the exception.

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[3] This concept of consolidation has the support of previous witnesses at these hearings, including Michael W. Kirst, pp. 9–10; The Council of Chief State School Officers, p. 8 and CCSSO Legislative Objectives 1973. Also, support is contained in the January 1973 report of the Legislative Conference of National Educational Organizations (Big Six).

2. *State agencies and Federal program evaluation.*—Included in the above should be the sum of one and one-half percent to be set aside for state educational agencies to evaluate programs under the various Titles of the Elementary and Secondary Education Act of 1965 and its later amendments. This arrangement would shift some burden away from the local educational agency and bring to a focal point the statewide evaluation effort.

Following legislative mandates, interpretations of intent, and Federal guidelines, the New York State Education Department, through the Division of Education Evaluation, has been responsible for the management of the evaluation of these Federal programs. However, the burden of program evaluation has been on the local districts as they design and carry out their programs. School districts are required to submit a planned program of proposed operations for state review in advance of the program year. As an integral part of these proposals, the local district has been required to include an evaluation plan or design for approval by the Education Department's Division of Education Evaluation. The Department has indicated to the districts where amendments and revisions have been necessary in order to make the evaluation plans and ultimate final report submitted to the Department approvable and acceptable.

In order to carry out the approved evaluation activities, a local district is permitted to charge up to a limit of five percent of its approved reimbursable costs. If more of the responsibility of evaluation is shifted from the local educational agency to the state educational agency, this reimbursement for evaluation could be eliminated. However, this action would not remove the local district's responsibility for program review and monitoring, the costs for which could be included in the project's administrative budget.

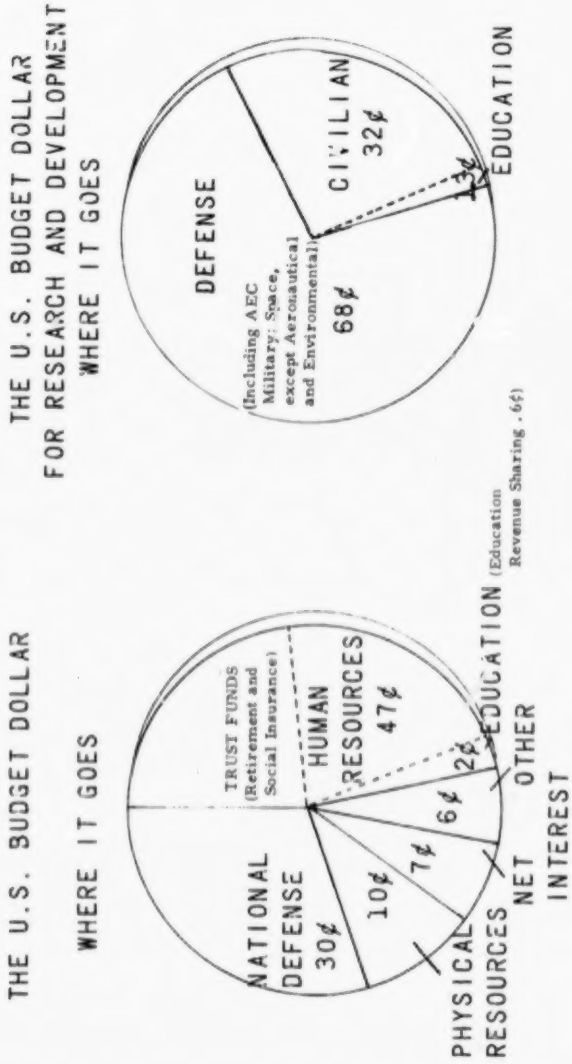
3. *State agencies and Federal research and development.*—Research and development funded by the Federal Government should be conducted cooperatively between Federal agencies and those state agencies having the capacity. Research and development program efforts must link Federal, state, local, school and classroom personnel in a vertical relationship to assure that these efforts will have a direct impact on instruction.

III. FISCAL YEAR 1974 EDUCATION BUDGET

There appears to be a major conflict of intent in the Nixon Administration concerning the Federal role in education. On the one hand, the President has indicated that a "New Federalism" will heighten state and Federal coordination in meeting society's needs. At the same time, recent Executive action has displayed negative responses to the difficult task of reaching this goal. Aside from the Administrative freeze of appropriated monies for Fiscal Year 1973 and the revised Fiscal Year 1973 budget estimate based on an assumed Congressional rescinding of part of the Fiscal Year 1973 appropriation, the most glaring example involves the Fiscal Year 1974 budget.

The President's budget for Fiscal Year 1974 for the Education Division of the Department of Health, Education, and Welfare contrasted with the last appropriate for education, Fiscal Year 1972, is of deep concern. The overall decrease is approximately $5 million. The U.S. budget dollar for elementary and secondary education is continuing to decline. In Fiscal Year 1972, it represented 1.7 cents; in Fiscal Year 1973, 1.5 cents; and in Fiscal Year 1974, 1.3 cents.

EDUCATION'S PENNIES FOR F.Y. 1974



Source: Special Analyses, Budget of the United States Government, FY 1974;
The United States Budget in Brief, FY 1974.

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The pie chart on the next page indicates that education will receive a mere 2 cents of the U.S. budget dollar in Fiscal Year 1974, and 1.3 cents for education research and development. Of the 2 cents for education, .6 cent is earmarked for the President's education revenue sharing scheme. Under this plan, there will be at least a $140 million decrease in the present combined Federal support of the programs intended to be folded into the revenue sharing package. Through Administrative budgetary fiat, it is proposed that ESEA Titles II and V be eliminated, and I, III, and VI be folded into education revenue sharing.

Within this overall decrease and in contradiction to professed Administration policy, there has been a considerable shifting of monies resulting in increased Federal control and direction of the remaining programs.

At a time when Title I of the Elementary and Secondary Education Act is being decreased $12.4 million in Fiscal Year 1973, the Administration is requesting that total personnel compensation for the Education Division be increased $15.8 million, including 514 new permanent positions. The National Institute of Education and the Office of the Assistant Secretary for Education, two new programs containing funds in part transferred from the Office of Education, do not explain 60 percent of the increase in total personnel compensation when considered in total.

In student assistance for postsecondary education, where institutions had a program of $958 million, they now have a program of $250 million. The new Federally-controlled program is $959 million.

While there is a concern on spending and taxes, and the decrease of the Education Division is about one-tenth of one percent of the total Fiscal Year 1974 budget, the matter of priorities is also a concern. We note that drug abuse education is decreased almost 80 percent, while in the Department of Defense the National Board for the Promotion of Rifle Practice, which promotes civilian interest in small arms marksmanship, is increased almost 40 percent. Since Fiscal Year 1971, the Board's budget has almost doubled.

We believe these actions not only have crippling effects on the continued operation of Federally-funded programs, but raise a fundamental constitutional question of Congressional authority over the purse. We question whether this massive elimination of categorical programs through the Administrative process of the budget abducts from the Congress some of its policy development prerogatives. Further, the Executive decisions to eliminate these programs has not been followed by suggestions for viable alternatives. Although for some programs it has been difficult to gather hard evidence of their validity, it certainly does not follow that they should necessarily be terminated with no alternative in sight. The problems that beset our society will not disappear. If questions arise about the effectiveness of certain solution mechanisms, there should be first a determination of why they may not be producing the desired results. This should be followed by a period of transition in which a new plan is constructed and preparation is made to replace the old mechanisms that have been proven failures.

It is vitally important to the successful operation of the democratic process that we citizens retain a readily accessible input route to the decision-making process, particularly with respect to the expenditure of our tax dollars. Congress must act with speed in reasserting its will and authority.

IV. FINANCING ELEMENTARY AND SECONDARY EDUCATION

New York State and other States in the Nation face a critical problem in financing elementary and secondary education. During the past two years, legal proceedings in various parts of the country have challenged current systems of financing on the grounds that they do not provide equality of educational opportunity. Most prominent among these cases are the 1971 case of *Serrano vs. Priest* in California; the 1971 case of *Rodriguez vs. San Antonio, Texas Independent School District* (which the U.S. Supreme Court has agreed to hear); the 1972 New Jersey case of *Robinson vs. Cahill;* and the 1972 case of *Spano vs. Board of Education in New York State*. In each case the issue is whether or not present finance systems which result in unequal expenditures per child in local school districts within a state are illegal. At issue is the question of whether costs affecting the quality of a child's education should be a function of the wealth of his parents and the neighbors in the school district. Decision by the U.S. Supreme Court could result in substantial changes in local and state finance.

One implication of these legal proceedings is the immediate need for the state and Federal Governments to examine the various capacities and meaning of equalization of educational opportunity in terms of establishing new policy directives and practical solutions. Appendix I represents the effort thus far of the New York State Education Department to examine the finance problem in New York and to offer recommendations for state action.

The State Education Department analysis points out that in New York State, the local share of educational expenditures has increased to meet rising educational costs because the state share of total costs has been decreasing since 1968. The present state shared-cost formula has been amended four times since its inception in 1962 by raising the operating expense ceiling and the flat grant amount per pupil. However, the present $860 ceiling will have been in effect for three years in 1972–73. From school year 1968–69 to school year 1971–72, the percentage of state aid of total expenditures dropped 5.5 percentage points from 48.3 to 42.8 percent. State aid, however, increased from $2 billion to $2.4 billion in the same period which means that local expenditures increased rapidly in the same period. If the state provided 48.3 percent of the total expenditures in the school year

1971–72, as was the case in 1968–69, an additional $300 million of state funds would have to have been available to school districts in 1971–72. The percent of total expenditures from state sources is estimated at slightly over 40 percent for 1972–73.

The report concludes that with a declining state share of expenditures, the local property tax rates must climb unless Federal resources are forthcoming. The Federal Government takes 64 percent of all taxes collected in the Nation and 93 percent of all income taxes. Yet, the Federal Government is paying only eight percent of the total cost of the elementary and secondary education bill in the country as a whole, and it pays only four percent of the total education bill in New York State.

We must obtain an increasing share of the cost of education from Federal resources. The recently-enacted general revenue sharing legislation, Public Law 92–512, does not address this problem since local expenditures for education are explicitly excluded. The extent of fiscal stringencies that pervade the state give little hope that the revenue sharing problem will provide enough relief in other areas to release other local monies for education.

Furthermore, a recent report by the Federal Advisory Commission on Intergovernmental Relations indicates that even with general revenue sharing and welfare reform, New York is one of two States that does not have the fiscal capacity to raise per pupil spending for elementary and secondary education to the 90th percentile in the state. The fiscal capacity of large urban States is strained by the large social overburden they must assume.[4] For example, the national average of personal income used for state and local cost of public assistance and Medicaid is .6 percent, while in New York State 2.3 percent of personal income is used to meet this expenditure.

The following section represents our analysis of some factors involved in the social/effort overburden problem.

V. SOCIAL/EFFORT OVERBURDEN

A. Definition

Perhaps the greatest problem in raising educational revenues in urban systems stems from the high cost that the central city must bear for general public services. Non-education needs are much greater in central cities than the less-densely populated suburban and rural areas, and therefore require cities to maintain higher tax levies to support the services. The provision of services such as public safety, transportation, health care, coupled with high concentrations of welfare recipients, detract from the central cities' capacity to raise additional revenues for education. This social overburden is easily recognized in comparisons of central city (cc) revenue data with similar data from rural and suburban areas outside the central city (occ).

The table below displays three such comparisons: Education expenditures as a percentage of total expenditures, taxes as a percentage of personal income and per capita total local governmental expenditures.

TABLE 9

	Education as percent of total expenditure		Taxes as percent of personal income		Total expenditure	
	cc	occ	cc	occ	cc	occ
Washington[1]	26	57	9.7	4.2	$1,006	$425
New York City	24	52	10.2	6.7	894	644
Chicago	33	57	7.4	4.0	473	352
Atlanta, Ga	39	61	5.2	4.0	554	315
Louisville, Ky	40	70	5.2	3.5	508	302

[1] Source: Select Committee on Equal Educational Opportunity, U.S. Senate; "Issues in School Finance."

There are several consequences of this overburden. First, suburbs and rural areas are able to devote a greater portion of the tax base to education than cities can. Cities find themselves at or near their tax capacity with the greater non-educational expenditure share leaving little leeway for reaction to educational cost increases. Second, the cost of provision of services to the commuting suburbanite is shifted to the city dweller. Third, while state aid can be used to supplement the suburban educational offering, it serves as a substitute for educational revenues in the city. The city uses the aid to "freeup" money for non-educational purposes.

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[4] This view is also expressed in the testimony of Robert J. Goettel, *op. cit.*, pp. 3–4.

Hypothesis.—If social overburden does exist, then States with high urban populations should be taxing at a level which equals or exceeds their esimated revenue capacity; while rural States, with less pressure on the tax dollar, would be seen to tax at a level below revenue capacity. (Revenue capacity is defined as the total amount of revenue that would result by applying the national average rate of each of the numerous kinds of state local revenue sources.)

As can be readily seen, the rural States have considerable leeway between the estimated capacity and the actual revenue received, while States such as New York are above the esimated capacity in tax revenues.

TABLE 10

	Estimated capacity[1]	Actual[1]
New York	108	150
California	124	133
Massachusetts	98	119
Wyoming	140	111
Kentucky	80	68
Alabama	70	62

[1] Per capita amounts as percent of U.S. average.

There is an obvious disparity in the amounts States spend on the education of children. Per pupil expenditures in school year 1971–72 ranged from $563 to over $1,500 per child in average daily attendance. The ranking of States according to teacher salary level very closely resembles the ranking of States in expenditure per pupil. The range of education staff salaries runs from a low of $7,092 in Arkansas to New York State's high of $12,810.

The tax efforts of the States correlate positively with the amount that they spend on education. High effort States spend more money on education than low effort States. High effort States pay higher costs than low effort States. High effort States provide more services than low effort States, thereby placing more constraints on the tax dollar. Yet there is no adjustment for effort in Federal aid formulas. A dollar is given equal weight in all systems, although a dollar in Arkansas buys more of a pupil's education (1/607th) than one dollar in New York (1/1513th)—more than two and one-half times as much. Not only does the dollar buy more education in Arkansas, it does not have to compete with the non-educational expenditures that devour tax revenues in the more urban States such as New York.

To remedy the problem of "unequal dollars", it would be necessary to devise a formula factor which weighs relative state effort and costs. A comparison, as represented in Table 11, shows a positive relationship between effort (as defined by ACIR below), educational costs (as defined by average instructional staff salaries) and expenditure per pupil. Tax effort can be used as a manner of defining the overburdens of costs and non-educational expenditures in devising such a formula factor.

TABLE 11

	Average salary 1971–72	Average expenditure per pupil 1971–72 (ADA)	Tax collections percent of personal income (1971)
New York	$12, 810	$1, 513	16. 1
Massachusetts	10, 844	975	14. 3
Illinois	10, 961	1, 075	12. 0
Kentucky	7, 648	668	9. 8
Mississippi	7, 092	607	8. 3

Source: Staff computations—Data from NEA Estimates of School Statistics 1972–73.

B. Formula factor for social overburden

Defining social overburden in formula form is an extremely difficult task, as an instrument for measurement of relative overburdens has yet to be created. The most obvious measure, the relation between educational and non-educational expenditures, fails because it equates a high level of services with overburden, without confronting the factors of capacity and effort. A social overburden factor must be arrived at which considers several characteristics of the educational finance problem. Relative wealth, effort, cost and need are all important factors in approaching the solution.

The major difficulty in devising a formula arises from the selection of variables. Since the categories of relative wealth, cost differentials and effort are fairly abstract terms, use of hard data as definition presents problems. Following are three possible manners in which to approach the problems. The variables discussed are by no means intended as definite answers to the multi-faceted problem of educational finance, but merely suggest ways of defining the burdens. More detailed explanations and formulations are included in Appendix II.

1. The definition of tax effort could be approached by indicating the relationship between a state's financial resources which are available for taxation and the amount of those resources already subject to taxation. To accomplish this, several key variables can be used. The available revenue can be defined by using a national average total tax rate and a state's total revenue sources. Adding to the formula the average state and national personal income adjusts the data for wealth. Finally, use of actual tax revenues demonstrates the present efforts that the state is making in relation to the national average.

2. The concept of "overburden" could be defined by comparing the educational expenditures of a state with the total amount of revenue of that state. This would yield a factor which indicates the state's commitment to non-educational services, thereby adjusting for the competition between the two areas—general expenditures and educational expenditures.

3. Another possible route to defining this relationship between educational and non-educational expenditures utilizes a state's allotment under general revenue sharing. Since this funding scheme specifically excludes educational expenditures, it could be deemed an indicator of the non-educational burden within a state. Since research indicates that general revenue sharing does not adequately assess all needs of large urban centers, this factor may have to be adjusted by a variable indicative of high urban population—possible welfare payments.

Again, these variables are not meant to be definitive of a social overburden factor. Other variables are available such as teacher salaries and cost of living indices. And the combinations are also speculative. The importance of such investigation lies in the fact that social overburden does present problems in raising educational revenue in urban centers, and subsequently remedies should be sought.

VI. ALLOCATION OF FEDERAL RESOURCES THROUGH FORMULAS

A. The equalization test

The School Finance Act of 1973, H.R. 16, introduced by Chairman Perkins, establishes some laudable goals which should be dealt with at the present time. Title III of H.R. 16 states that Title I of the Elementary and Secondary Education Act should be a program of $3 billion in size. This goal should make a significant difference in service to the disadvantaged child and is attainable within the context of our current Federal budget structure.

Further, H.R. 16 calls for an equalization plan which has definite merit toward addressing the major problem facing educational finance. However, by extending financial logic beyond state boundaries, the more all encompassing problem of interstate equalization arises. "Equalization plan guarantee" number six calls for an equitable distribution of a tax burden. As has been demonstrated earlier in this testimony (p. 39), the various States tax themselves at highly disparate rates. This disparity is due to several factors, not the least of which is cost differentials. "Equalization plan guarantee" number four calls for consideration of cost differences between various areas. Taking cost differentials into account, it becomes apparent that as one moves from region to region in this country, the amount of education that can be purchased for a dollar varies. To this problem, a Federal aid plan should address some equalizing considerations. *Flat base grants are highly disequalizing* when included as the major part of Federal aid formulas. The reason for this is basic: $X in one area will purchase a greater or lesser proportion of a pupil's education than in another. This equal dollars fallacy should be eliminated from any Federal aid formula in order for that formula to be truly equalizing.

The present formula found in ESEA, Title I, may be cited as one of the more striking examples of inequity in Federal formulas. A state-by-state analysis of the potential maximum Federal payments under this program indicates wide differences in the impact on the States with regard to the education purchasing power of each Federal dollar.

The state of Mississippi's ESEA, Title I, maximum Federal payment per low-income student for Fiscal Year 1971 was $504, or 91 percent of the state average per pupil expenditure. In contrast, New York's maximum Federal payment per low-income student was $780.50 or 50 percent of the state average per pupil expenditure. If both States had decided to use their money to reduce class size of low-income students, Mississippi would have been able to reduce class size by 46 percent, while New York would have been able to make only a 29 percent reduction.

While the ESEA, Title I, formula may be inequitable, it does represent the most significant step toward the criteria proposed for equalization in H.R. 16. In a limited way, by use of the state average per pupil expenditures for some States, cost differentials are recognized.

The flat grant per child formulas proposed in H.R. 69 and H.R. 16 *do not* meet the test of equalization in the allocation of Federal resources. The second sentence in H.R. 69 allocating funds for Title I, ESEA, comes closest to meeting the test of equalization. In addition, this second sentence in H.R. 69 allocating Title I, ESEA, funds and the present formula using 1970 census data has an authorization level slightly in excess of $3 billion dollars, which is the target of H.R. 16. We propose amending Section 201 of H.R. 69 by striking out in "Section 103(a)(2)" the flat grant base provision of the Title I formula.

B. Use of achievement data in allocation formulas

New York State has used achievement data in an aid distribution schedule. In the state's Urban Education Program, criteria were created with the expressed aim of targeting monies to educationally disadvantaged, urban pupils. Briefly, this is a $48 million block of grants awarded to urban districts to be used for the improvement of the urban educational offering. Significant gains in reading, mathematics, community education and preschool education have been attributed to this program.

In preparing the distribution formula for this program, three hypothetical classifications of disadvantagement were identified: (a) pupils of Negro and Puerto Rican heritage, (b) pupils below minimum competence and (c) pupils from AFDC families. Cities were ranked according to each category, as well as to overall size. Intercorrelations of size were computed and regression analyses carried out to establish weights. The outcome of the analyses was that the number of children "below minimum competence" is the best single basis for distribution of funds.

The formula resulting from this study uses the number of low achievement pupils, those defined as below minimum competence, as the basis for distribution of funds to urban areas. There is also a small check for ADFC children within the district, but the achievement score data remains the major determent in fund allocation.

Further research applying achievement data to statewide allocation of ESEA, Title I, funds to the county level has shown that this data base shifts money from large urban centers such as New York City into the rural centers.

The actual correlation descriptions, as well as the data tables, are included as an appendix to this testimony (APPENDIX III).

VII. OTHER COMMENTS ON H.R. 69

A. Extension of programs for the education of the handicapped

Section 111 of H.R. 69 proposes a straight five-year extension of ESEA programs for the handicapped. It is significant to note that the current needs in this area are larger than the present programs are able to address, as evidenced by the introduction of new legislation in the House and Senate by Representative Brademas and Senator Williams respectively.

Recent court decisions have declared that handicapped children must as a Constitutional right, be included in the regular educational system, and that the States must assume the extra cost of educating them.

The following facts attest to the current need crisis:

> Estimates are that there are about six million handicapped children of school age in the United States, 60 percent of whom are not now receiving even minimal special education services necessary to have full equality of opportunity.
>
> Estimated costs of providing all handicapped children in the Nation with minimal education services are $5 billion.
>
> Current national expenditures by the States for this purposes are about $2.2 billion, while the additional Federal contribution is a mere $115.4 million.
>
> The Fleischmann Commission estimated New York State's costs at $1.2 billion for 1972–73, of which at least $360 million would be new money.

B. Retention of Parts B and C of Title I

Section 205 of H.R. 69 will eliminate Parts B and C of Title I as they presently exist. Part B provides special incentive grants for States to be made available to local educational agencies for projects designed to meet the special needs of educationally deprived children. Part C provides special grants to areas with high concentrations of children from low-income families. Throughout this testimony we have indicated the value of these programs and strongly urge their retention.

C. Retention of Part C of Public Law 815 and Public Law 874

Section 208 of H.R. 69 will eliminate Part C of Public Law 815 and Public Law 874, which would exclude from Federal assistance programs or Federally impacted school districts certain children whose families live in Federal low-rent housing projects. We oppose the exclusion of the "C" children.

D. Title II amendment

We propose that additional funds be provided for local administrative purposes above the five percent available to the States. Nonpublic school students and teachers have benefited greatly through the loan of Title II resources, provision of staff, and other benefits not otherwise available or considered prior to the original enactment of Title II and the development of regulations. In view of the difficulty in legislating direct aid to nonpublic schools, we believe that one alternative at this time would be an increase in local administrative support in Title II for this extra effort.

E. Title III amendment

We propose the elimination of the Title III set aside funds for the U.S. Commissioner of Education and the redirection of these funds to state educational agencies. This would be commensurate wtih the professed Administration policy of decentralizing authority and decisionmaking to state and local governments away from central control in Washington.

APPENDIX I

Financing Public Elementary and Secondary Education 1973-74

Regents Legislative Proposal
FY 1973–74

The University of the State of New York
THE STATE EDUCATION DEPARTMENT
November 1972

THE UNIVERSITY OF THE STATE OF NEW YORK

Regents of the University *(with years when terms expire)*

1984	Joseph W. McGovern, A.B., J.D., L.H.D., LL.D., D.C.L., *Chancellor*	New York
1985	Everett J. Penny, B.C.S., D.C.S., *Vice Chancellor*	White Plains
1978	Alexander J. Allan, Jr., LL.D., Litt.D.	Troy
1973	Charles W. Millard, Jr., A.B., LL.D., L.H.D.	Buffalo
1987	Carl H. Pforzheimer, Jr., A.B., M.B.A., D.C.S., H.H.D.	Purchase
1975	Edward M. M. Warburg, B.S., L.H.D.	New York
1977	Joseph T. King, LL.B.	Queens
1974	Joseph C. Indelicato, M.D.	Brooklyn
1976	Mrs. Helen B. Power, A.B., Litt.D., L.H.D., LL.D.	Rochester
1979	Francis W. McGinley, B.S., J.D., LL.D.	Glens Falls
1980	Max J. Rubin, LL.B., L.H.D.	New York
1986	Kenneth B. Clark, A.B., M.S., Ph.D., LL.D., L.H.D., D.Sc.	Hastings on Hudson
1982	Stephen K. Bailey, A.B., B.A., M.A., Ph.D., LL.D.	Syracuse
1983	Harold E. Newcomb, B.A.	Owego
1981	Theodore M. Black, A.B., Litt.D.	Sands Point

President of the University and Commissioner of Education
Ewald B. Nyquist

FOREWORD

The provision of adequate and equitable financing for elementary and secondary education in the State is always a difficult problem. In a time when social changes are rapid, when inflation continues to expand budgets but not productivity, and when key judicial decisions on the issue are pending, the problem becomes especially complex.

The task of making recommendations would seem to be less difficult if all that has gone before could be swept away and a new structure put in place. If that were done, however, much that is sound would disappear.

The Regents approach in this paper is to retain what is sound in existing aid formulas and to direct new funding and some existing funding toward the most urgent educational problems.

We can expect that other changes will be needed in the future. For the coming legislative session, we believe, however, that the redirection of elementary and secondary school funding as proposed in this document is intellectually sound and fiscally prudent. This document focuses on basic changes in the State aid formula for public elementary and secondary education. The complete budget and legislative program for elementary and secondary education is included in the brochure, " Major Recommendations of the Regents for Legislative Action, 1973."

Ewald B. Nyquist

Commissioner of Education

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INTRODUCTION

A basic problem in New York State and every other state is to determine what constitutes equality of educational opportunity. The definition which has served the State over the past 50 years is no longer adequate to the problems or the philosophy of the present time.

Equality is not an absolute. Each generation tends to offer its own definition. The current debate is a lively one which is affecting educational finance strongly. There has been a series of court cases which have dealt with equality of educational opportunity. They support the principle that present educational systems, which result in grossly unequal expenditures per child and in which the number of dollars which are available per child depend on the choice his parents made in regard to residence, in no way offer equality of educational opportunity. Rather, such cases maintain that the costs affecting the quality of a child's education shall not be a function of the wealth of his parents and their neighbors.

The United States Supreme Court has agreed to hear the Rodriguez case (Texas) during its fall term. If the " strict scrutiny " test, the " criterion " used in California, Texas, and Minnesota, is upheld, the state must prove that the differences in spending are necessary to promote a compelling state interest. If this is the case, rapid changes in the financing of public elementary and secondary education appear inevitable. A less substantial criterion may be applied by the courts, one which assumes the validity of the current plan of financing schools and places the burden of proving otherwise on the plaintiffs. In that case less rapid change would follow. Regardless of when and how the courts decide, there are inequities within the present systems which call for immediate reform.

What either approach means in terms of a practical solution to the problem of equalization of educational opportunity is not clear. Most people reject the concept of exactly equal dollars because of the different needs of the widely disparate population in the public schools. One implication is that more nearly equal dollars must be available for a child's education than is now the case in most states including New York. The question then arises as to how to bring about this change.

The New York State Commission on the Quality, Cost and Financing of Elementary Education, The Fleischmann Commission, proposes a solution involving full State funding. They propose a gradual process of leveling up with a lid placed on expenditures above the State financial level.

> " Full state funding consists of a distribution formula for the allocation of money to school districts to meet their educational costs, and a revenue plan under which the state obtains the funds that are to be distributed. The distribution formula is based on two central considerations: The first is that full state funding must remove disparities in educational spending that are unrelated to the educational requirements of students or to geographical differences in prices of educational services; the second is that funds must begin to flow according to the educational needs of students." Volume I, page 2.13.

Two other prestigious groups also favor moves in this direction. The President's Commission on School Finance calls for the phasing out of local revenue sources and a concurrent increase in state revenues for elementary and secondary education. This group also recommends recognition of variations in educational needs and variations due to regional costs. It calls for a local supplement not to exceed 10 percent. The National Educational Finance Project, after a 4-year study involving dozens of experts in school finance, also endorses full state funding with variations in expenditure based on measured needs coupled with the use of local supplements. This group also suggests other possible models of school finance. It recommends much greater state participation in funding.

Another approach might well be to move toward more equal dollars by reform within the present framework, however substantially it has to be altered. Current realities almost dictate this approach since both state and local leeway in taxation is limited.

A practical approach to any massive reform has to be phased in over a period of several years. Otherwise the immediate cost is so substantial that it cannot be met.

At least a 3-year program of change is needed to reform the present apportionment plan with its often conflicting provisions as well as its partially compensating inequities. Since a major criticism of the financing arrangements is the use of the property tax, changes in this source of revenue also must be worked into the overall reform.

THE PRESENT SITUATION IN NEW YORK STATE

An analysis of the present State aid formula indicates a variety of provisions which could be changed to bring about both greater equity and more uniformity in the treatment of districts. There are a whole series of provisions in the law, some minor, some basic, which stand in need of elimination or adaptation in order to encourage equitable treatment of pupils and of school districts. They range from how to count pupils and how to measure wealth to provision for evening and summer schools.

The present shared cost formula has been amended four times since its inception in 1962 by raising the operating expense ceiling and the flat grant amount per pupil. The last increase was effective in the school year 1970–71. The present $860 ceiling will have been in effect for 3 years in 1972–73. The State share of expenditures has dropped. The local share has had to increase to meet rising educational costs. Table I below shows the percent that State aid is of total expenditures for school years 1968–69 through 1971–72.

TABLE I

State Aid Payments Compared to Total Expenditures 1968–69 to 1971–72

School Year	Total State Aid	Expenditures	Percent From State Aid
1968–69	$ 2,007,038,195	$ 4,152,386,754	48.3
1969–70	2,058,415,177	4,594,830,449	45.2
1970–71	2,338,649,111	5,220,795,663	44.8
1971–72	2,410,000,000	5,627,000,000(est)	42.8

As the State share has decreased, the school districts have obtained the necessary local funds from the property tax. If the State had provided 48.3 percent of the total expenditures in the school year 1971–72, as was the case in 1968–69, an additional $300 million of State funds would have been available to school districts. The percent of total expenditures from State sources will be even lower in 1972–73. It is estimated at slightly over 40 percent.

Under the present formula a school district's wealth has been a significant factor in determining a school district's expenditures for operating expenses. In general, wealthy districts have higher per pupil costs for operating expenses than low wealth districts. The range of operating expenditures in school districts was from $700 per pupil to above $2,200 per pupil in 1970–71. Wealthy districts receive less State aid than poor districts, but the tax rates in the wealthy districts are less than the tax rates in the poor districts. Expressed in a different way, the wealthy districts can provide a quality program for a lower rate than the poor districts. Table II (below) shows the tax rates required for supporting the shared cost formula for districts of different wealth levels.

Note that a district with $10,000 behind each pupil would need only a $13.58 tax rate per thousand to raise the local share of the $860 spending level, but to go $100 beyond that level would have required a $23.60 tax rate. But a wealthy district with $40,000 behind each pupil would have required a tax rate of only $16.04 to reach a $960 spending level.

TABLE II

Tax Rates Required for State-Local Sharing of Operating Expenses by Wealth of District

Taxable Full Valuation Per Pupil	Percent Aid Ratio 1970–71 Aid	$860 Per Pupil			$960 Per Pupil		
		State Share	Local Share	Tax Rate	State Aid	Local Share	Tax Rate
$ 5,000	92.2	$ 774[a]	$ 86	$ 17.20	$ 774[a]	$ 186	$ 37.20
6,334	90.0	774[a]	86	13.58	774[a]	186	29.36
10,000	84.3	724	136	13.58	724	236	23.60
20,000	68.5	588	272	13.58	588	372	18.60
30,000	52.7	453	407	13.58	453	507	16.90
40,533	36.0	310[b]	550	13.58	310[b]	650	16.04
50,000	21.1	310[b]	550	11.00	310[b]	650	13.00

[a] Maximum aid at 90 percent.
[b] Minimum aid (flat grant).

Some of the problems that have arisen in administering the present shared cost formula are:

1. The problem of wealthy districts with high expenditures versus the poor districts with low expenditures has become greater since 1961–62.

TABLE III

Operating Expenditures/WADA by Taxable Valuation

Districts	Average Operating Expenditures Per WADA 1961–62	1970–71
Taxable Wealth Per Pupil (Excluding New York City)		
Under $12,000	$ 463	$ 894
$ 12,000 to 19,999	498	970
20,000 to 27,999	555	1,063
28,000 to 35,999	566	1,127
36,000 to 43,999	641	1,205
44,000 to 51,999	737	1,289
52,000 to 59,999	760	1,497
60,000 and over	790	1,608

Table III above shows the change in operating expenses for districts of varying wealth and also indicates the range of expenditures between low wealth and high wealth districts. Note that the gap between the under $12,000 valuation districts and the $60,000 and over districts was $327 in 1961–62, but had increased to $714 in 1971–72.

2. Table III also points out that the wealth of a district is a dominant force in determining the operating expenses per pupil.
3. The present $860 ceiling is considerably under the estimated average per pupil operating expense cost of $1,218 in 1971–72.
4. The shared cost formula for operating expense per pupil was approximately at the median district spending when the formula was adopted in 1962. The present ceiling is under the 10th percentile, $907, of all major districts. In effect, the ceiling has become a floor.
5. In low wealth districts of $10,000 full valuation per pupil, a tax rate of $12.30 was required to make up the difference between the ceiling and the average per pupil expenditure. By 1972–73 this same district will need to levy a tax of almost $40 per thousand to make up the difference between the $860 ceiling and the average per pupil expenditure of $1,250 per pupil.
6. As the State share declines, the wealth of a district becomes the determining factor in per pupil spending.
7. Increasing the flat grant aid per pupil at the same percentage as the ceiling has helped to produce a large expenditure gap among districts.

Inequities in expenditures arise not only among school districts, but also among school buildings within a given district. There is a need to require that districts bring about an equitable and comparable distribution of funds among the buildings within each school system.

Table IV below shows that the greatest percentage increases in aid have come to districts close to or near the State average valuation. Since these groupings include most cities, it is in part an indication of the effect of extending transportation and urban aid to them.

TABLE IV

Average Total State Aid

Taxable Wealth Per WADA	1961–62	1970–71	Percent Increase
Under $12,000	$ 493	$ 986	100.0
$ 12,000 to 19,999	385	889	130.9
20,000 to 27,999	320	761	137.8
28,000 to 35,999	228	672	194.7
36,000 to 43,999	189	554	193.1
44,000 to 51,999	185	472	155.1
52,000 to 59,999	203	407	100.5
Over 60,000	198	429	113.6
New York City	203	586	188.7

PROPOSALS

A plan to remedy inequities in financing must address the problem from two sides; the State aid side and the local tax and spending side. To attempt to reduce discrepancies among local districts simply from one or the other will not work.

The following quote from the Fleischmann Commission Report makes the point clearly:

> " Imagine that a state government set out to meet three objectives in its educational finance policy: (1) equity, as measured by a plan that would give districts equal spending power per student at equal tax rates; (2) local choice without limit in the amount of educational spending districts wished to undertake; and (3) protection of the state budget (i.e., avoidance of giving away " blank checks "). Reflection will indicate that the three objectives are incompatible, though any two are attainable. One can have equity (fully operational percentage equalizing grant) and full local choice over level of spending, but the state budget will be unprotected. One can have a protected state budget and

> local freedom to spend (as in New York now), but equity will be sacrificed for the reason that expenditures in excess of the state maximum grant (now $860 per student) will fall with much greater severity on the tax rates of poor districts than of rich. One can have a protected state budget and equity, but local freedom to raise expenditures beyond a state-imposed limit is sacrificed. The Commission holds the right choice to be the last of the three." Volume I, page 2.61.

State Aid

The fiscal plight of public elementary and secondary education in New York State continues. The spiraling costs of education are being shifted from State funds to local taxes on real property. This shift is diametrically in opposition to the rationale of shared cost formula and is out of phase with the equalization principle. Changes in the State aid pattern must be initiated which (a) increase the State share of cost; (b) increase equalization of educational opportunity by reversing the trend where expenditures increase more rapidly in wealthy districts than in poor districts; (c) begin the elimination of technical kinds of inequities in the formula; (d) place a greater emphasis on educational need.

Other reform is needed, but to accomplish it would either call for a prohibitive expenditure of funds, a revolution in the present method of allocating State revenues, or a complete reorganization of school districts within the State.

Property Tax Equity and Equity in Spending

Tax rates on full value among school districts in New York State ranged from $9.03 per thousand to $38.27 per thousand in 1970–71. The low rate was in a district with $103,288 of full valuation behind each child. The high rate was in a district with $7,636 of full valuation behind each child. The difference in locally raised revenue per pupil was $685. But the extremes of revenue raising are greater than that. In another district with $78,712 behind each pupil, a tax rate of $26.82 was levied raising $2,111 per child from local tax. The difference in local revenue between the low wealth district with the highest rate and the high wealth high rate district is $819.

The accidents of school district organization and parent selection of domicile clearly have tremendous effects on the dollars available to educate each child.

The Fleischmann Commission proposed that a uniform tax rate of $20.40 per thousand be levied in order to overcome some of the discrepancies in rates and valuation. This rate would increase taxes in high wealth districts now avoiding taxes and decrease them in low wealth districts with high taxes. Such an approach clearly has merit, but it is overly simplistic. Taxes would be lowered in Great Neck, for example from $26.82 to $20.40, but increased in New York City by about $2 per thousand. This statewide property tax rate would be accomplished over a 5-year period. As a generalization the plan provides tax relief for the suburbs while increasing taxes in the cities and rural areas.

A study done at Cornell entitled " An Economic Evaluation of the Alternative School Financing Proposals in New York State " by Professors Mapp and Boisvert states:

> " Results indicate that the proposed shift to a uniform statewide property tax will increase slightly the regressivity of the property tax. That is, low income households will pay a slightly larger proportion of their incomes in property taxes. The shift to a statewide property tax results in substantial increases in average tax rates in New York City, non-SMSA counties and SMSA counties. In suburban New York City the average tax rate declines by almost $2.00 per $1,000 full value. Reduction of property tax rates in these high income counties increases regressivity of the proposed uniform property tax. Regional implications of this proposal are significant. Substantial tax rate increases occur in New York City. Thus, New York City supports a greater proportion of the total state property tax burden in each income class. Under the proposed change, central cities will be called upon to bear much of the additional burden of financing public education, while the liability of the high income suburbs will be reduced.
>
> " These regional shifts in property tax rates also have definite implications for all units of local government. Suburban areas experiencing reduced tax rates will find a corresponding reduction in pressure of the property tax base. Tax effort may be redirected to finance additional public services. However, the implications for central cities are higher tax rates and more pressure on an already burdened tax base."

Is there an alternative which will provide a better system of tax relief? Minnesota put limits on increases in spending when the state aid system was revised. Districts were allowed to increase per pupil expenditures " by only a total of $87, or an approximate 6 pecrent per year over a 2-year period to allow for cost of living increases." Amounts spent in excess of the limit result in a reduction in state aid.

The Minnesota approach applied in New York State would result in the same total dollar increase in each district which went to the maximum increase allowed. The dollar gap between high spending and low spending districts would remain the same. Decreasing this wide variation is generally accepted as desirable policy and is a major thrust of the Fleischmann report. Therefore, tighter restraints must be considered.

To begin to reduce the spending gap in New York State two steps should be taken. Aid increases to all districts should be limited to what can be earned under the district aid ratio rather than allowing a flat grant for the wealthy districts. A sliding limit should be placed on expenditure increases to enable lower expenditure districts to increase expenditures by larger amounts than is the case in higher expenditure districts. Also, these two steps may be expected to begin to reduce tax rate differences.

Funds are also needed to bring about better property tax administration and lower the burden of the property tax. More funds must be allocated to the State Board of Equalization and Assessment to enable that agency to increase the scope of their work and to improve the quality of local assessment. The Fleischmann Commission recommendations are to develop an analysis system of the tax rolls and assessment of all property-taxing jurisdictions and for State teams to assess utilities.

Federal aid in New York State represents approximately 4 percent of the total expenditures for elementary and secondary education. It is in the form of categorical money which provides needed service but offers no chance of tax relief. General Federal aid is needed.

Both the Fleischmann Commission and the National Educational Finance Project also call for increased Federal funding for education. It is quite apparent that most states cannot give substantial property tax relief through imposing greater state taxes unless all states do so. To do otherwise simply puts the State in a poor competitive tax position.

So long as costs rise, however, tax relief is bound to be ephemeral unless the relief is geared to increased costs. " One shot " aid for relief is useful, but it must be constantly updated.

The following Regents recommendations pertain only to State and local expenditures. They are proposed as a first step in the direction of greater State assumption of educational costs.

RECOMMENDATIONS

1. Increase the State Aid Ceiling From $860 to $1,037 Per Pupil

The Regents recommend, based on the present per pupil expenditures that are in existence throughout the State, that the present ceiling be raised to a more reasonable level to offer relief to the less wealthy districts which are presently forced to have very high local property tax rates in order to keep schools operating.

2. Distribution of New Aid on Aid Ratio Ranging From 0 to 100 Percent

Presently districts having an aid ratio of less than 36 percent receive a flat grant for operating expenses equal to what they would have received had their aid ratio been 36 percent. Under this system a district having a true 2 percent aid ratio receives as much per pupil operating aid assistance as does a district having a true 25 percent, 30 percent, or 36 percent aid ratio. The Regents recommend maintenance of the flat grant at the present $310 figure, with any additional increment of new aid to be based on the actual aid ratio. This is accomplished by multiplying $177 (the differential between the existing state aid ceiling of $860 and the proposed ceiling of $1,037) times the true aid ratio of the district (0 to 100 percent)* times the enrollment of the district. This would require a school district to expend $177 in excess of the existing $860 ceiling in order to receive maximum additional aid. The result of this approach would be to provide additional funds to all districts below $71,600 true value per child and reduce the range of per pupil expenditures between wealthy and poor districts.

3. Equalize Educational Expenditures Within Districts

The evidence indicates that students in different schools within a district may not have equal basic aid ** resources available for their education and therefore, the Regents recommend that each district be required to develop a district plan setting forth the manner by which resources purchased through basic aid are distributed equitably among schools of the district.

4. Limit Local Spending

In order to provide that local districts which presently spend more than $1,037 per child not raise taxes which will expand the gap between district expenditures, the Regents propose placing a limit on yearly increases in spending. The allowable rates of increase would be a maximum 15 percent for the lowest expenditure school districts descending to 6 percent at the $1,037 level of expenditure and limited to $62 per pupil for all districts spending above $1,037 per pupil. The effect of this proposal will be to begin to bring expenditure levels between school districts closer together. In addition, this proposal will have the effect of limiting local tax increases. The 6 percent figure was selected to allow districts to compensate for yearly losses in the purchasing power of the educational dollar due to inflation.

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* Aid ratio is affected by the relationship of the district's true value per child to the statewide average true valuation per child.

** Basic aid is the level of per pupil educational expenditure for most students excluding expenditures stemming from Federal and State compensatory aid programs and from programs providing aid for handicapped and for vocational education students.

5. Provide an Additional .2 Weighting for the Disadvantaged Child

Thirty percent of the children in the public schools in New York State are below the minimum competence levels as determined by the Pupil Evaluation Program (PEP). The Regents recommend that additional formula aid be provided these children, and that it be equal to a factor of .2 multiplied by the number of these disadvantaged pupils in a school district. This aid would be subject to the application of the district aid ratio. These children need remedial programs that require greater expenditures. It is recommended that this distribution be predicated on a requirement that these funds be allocated to school buildings where disadvantaged students are enrolled, and that each district will have a district plan which will show the expenditure of these funds solely to alleviate conditions associated with educational disadvantage. This plan will be required to delineate programs and costs above and beyond " basic support " general programs. It is proposed that the present Urban Education Program ($47 million) be eliminated if this proposal is adopted.

6. Provide an Additional 1.0 Weighting for the Handicapped Child

An incentive for school districts to provide for the needs of the handicapped child in the regular school setting is greatly needed since these programs are costly. The Regents recommend that an additional factor of 1.0 times the basic aid be provided for those pupils. The total factor of 2.0 for each handicapped pupil is a statewide average for all types of handicapped children. This aid would be subject to the application of the district aid ratio. In addition, the Regents recommend continuance of aid through Boards of Cooperative Educational Services for more severely handicapped pupils.

7. Provide an Additional .5 Weighting for the Vocational Education Student

Because many school districts, especially in the cities, operate vocational education programs and the costs are higher than those for regular secondary programs, the Regents recommend that an additional .5 weighting be provided for students participating in programs in their own district. Pending further study, it is recommended that the BOCES aid be continued in 1973–74 for all vocational education students enrolled in BOCES programs.

8. Use Enrollment for Distribution of Aid

The Regents recommend that enrollment be substituted for weighted average attendance in aid distribution because the enrollment criterion recognizes that a school district must have staff and other resources available to provide for all enrolled students. This is especially true in cities where there are high concentrations of disadvantaged students who because of health problems, etc., have a higher absentee rate. This change will not affect present attendance requirements. All present laws regarding attendance would remain in effect.

9. Eliminate Size Correction Aid

The Regents recommend elimination of the size correction aid. This aid ranges from approximately 2–17.5 percent of 1969–70 aid. The original rationale for this aid was that it provided in some part aid for educational needs related to both small and large size districts. A Department study in 1968 concluded " the size correction in the formula for the distribution of operating expenses aid has little relationship to cost differentials in school districts in New York State, arising out of local social and economic conditions except possibly in the very largest districts." Based on this, a long-range objective has been to phase out size correction aid. Although this aid is being eliminated, districts will generally gain from other sections of this proposal.

10. Eliminate Weighting Factor for Secondary Education

Since there is no research to indicate that secondary education should be more expensive than elementary education, the Regents propose elimination of the .25 factor presently used for secondary students.

11. Limit on Increased Aid

In order to provide orderly increases in aid, a limit of 15 percent should be placed on the increase a district can receive in the next year. A similar limit on increased funds was recommended by the Fleischmann Commission.

12. Save Harmless Provision

Because the recommendations listed above are made during a period of transition toward greater State funding of educational costs, the Regents recommend that no school district would receive less operating aid because of the formula changes than was apportioned in 1972–73 consistent with enrollment changes.

13. Evaluation

Under existing formulas, the main source of funds for evaluation is the Urban Education Program. In that program, however, most evaluation funds go directly to school districts. The Regents recommend as the State moves to implement the recommendations listed above that 1.5 percent (1.4 million) of the funds generated by the weighting factor for disadvantaged students be set aside for use by the Education Department for evaluating programs funded from all sources. The programs for the disadvantaged will be evaluated but in relationship to the total school program. Allocating these funds directly to the State will insure that objective evaluations are conducted.

The recommendations move toward three important goals of the Fleischmann Commission, goals which are receiving increased attention in many states.

The costs of education would be leveled up by increasing aid in poor districts and eliminating the flat grant for the added aid. Weightings for the disadvantaged, handicapped, and vocational education students would be instituted which is a first step toward recognition of educational need. It is important to note, also, that a limited freeze on expenditures is proposed. It is recommended that the program be considered as a whole, for the recommendations are closely interrelated to their effects on districts. They are designed to provide a reasonable increase in aid for districts which have had no increase in 3 years. The proposal leaves a minimum number of districts save harmless.

The statewide percentage increase is estimated to be 13.7 percent. When there is a large increase, there are a combination of factors responsible. Usually such a district will be spending the full $177 above the $860 ceiling and is a " poor district " with a high aid ratio. Typically it has a large number of children who are below minimum competence and a small size correction factor. At the other extreme, the save harmless districts tend to be smaller in enrollments; tend to be losing student population and to have a smaller proportion of students below the minimum competence level.

A criticism may be leveled at the proposal in terms of the use of PEP scores as indices of educational disadvantage. It is sometimes contended that their use results in rewarding incompetence. The use of PEP scores, however, matches money to the educational problems. PEP scores are the criterion used presently for distribution of funds in the Urban Education Program, which would in effect continue under the new formula basis. Appropriate safeguards would be included in legislation and/or regulations to provide district plans for these funds and see that this money is spent directly on disadvantaged children.

COSTS

In the next State fiscal year the cost to the State of the proposed changes in the formula would be 25 percent of the $310 million of the new proposals less the urban aid of $25 million which would ordinarily be paid between July 1 and March 31. The net resultant cost would be $52.5 million in the State 1973–74 fiscal year. In addition, normal growth in aid of $118 million is projected to be required with or without these recommendations.

TABLE V

Estimated Net Cost of the Proposal
(School Year 1973–74)

Program Elements	Net Costs Millions (*)	
1. Increase in Ceiling ($1,037)	$ 125 (**)	
2. Weighting .2 for Disadvantaged (PEP)	96	
3. Weighting 2.0 for Handicapped	32	
4. Weighting .5 of Vocational Education	30	
5. Save Harmless	4.5	
6. Budget Aid	22.5	
COST OF NEW PROPOSALS		$ 310
7. Urban Aid Absorbed	— 47	
NET COST		$ 263

* The estimated cost of each program element has been reduced proportionately for the saving due to the limit on aid increases.

** The estimated cost of the ceiling increase has been reduced by savings due to the elimination of size correction and use of enrollment in place of WADA.

The total additional funds needed to fund the recommendations and normal growth aid is $170.5 million for State fiscal year 1973–74.

The effect of the save harmless provision is difficult to estimate. The $4.5 million cost estimate is probably high. The data used for the estimate are those for 1971–72 and expenditures by 1973–74 will have increased resulting in more aid, and hence a smaller save harmless.

Removing the size correction and the change to enrollment result in a saving in aid. Since the size correction factor is most important to the Big Five Cities, it is important to emphasize that the other elements of the proposal more than offset this change. Size correction is also important to districts of 1,500 pupils and under — of which there are 275 in the State. It appears that some of these will fall among the save harmless districts; others will have aid increased. Limiting increases in operating expenditures in a range from 15 percent in the lowest spending district to a maximum of $62 per pupil in the highest expenditure district permits low spending districts to begin to close the gap between themselves and more affluent disrticts. There are many elements in the proposal and they work in various directions; however, the overall changes are strongly positive.

SUMMARY

Changes in the patterns of financing public elementary and secondary education are being considered and implemented nationwide. It is clear from the analysis of the current State aid situation that New York State has regressed in its support of public elementary and secondary education in the past 3 years. More of the burden of the cost has been shifted from the broader State base to the local property tax base.

The proposal moves toward reform within the framework of the present formula. The cost is moderate in relation to the need. It represents a good first step in the redistribution of aid, which among other values, offers hope of limiting further property tax differences among districts.

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APPENDIX II: FORMULA FACTOR FOR SOCIAL OVERBURDEN

Defining social overburden in formula form is an extremely difficult task, as an instrument for measurement of relative overburdens has yet to be created. The most obvious measure, the relation between educational and non-educational expenditures, fails because it equates a high level of services with overburden, without confronting the factors of capacity and effort. A social overburden factor must be arrived at which considers several characteristics of the educational finance problem. Relative wealth, effort, cost and need are all important factors in approaching the solution.

A. The basis of this formula is the definition of a state's availabel revenue relative to the national average available revenue. This availability estimate is obtained by applying the national average rate of revenue collection to a particular state's total revenue sources. This factor is used to adjust a state's total personal income for the revenue derivable from the state's revenue sources. By computing a ratio of actual tax revenues to adjusted personal income, a state's tax effort can be obtained which has been adjusted for that state's available revenue.

1. "Relative Available Revenue"

$$\frac{[\text{Nat. Avg. Rev. Rate}] \times [\text{Nat. Avg. Rev. Sources}]}{[\text{Nat. Avg. Rev. Rate}] \times [\text{State Rev. Sources}]}$$

2. "Personal Income Factor"

$$\frac{\text{Nat. Avg. State Personal Income}}{\text{State Personal Income}}$$

3. "Adjusted Personal Income"

$$\left[\frac{\text{Relative Available Revenue}}{\text{Personal Income Factor}}\right] \times \text{Personal Income Year}$$

4. "Relative Tax Effort"

$$(3) \qquad \frac{\text{Total Tax Revenues Year}_1}{\text{Adjusted Personal Income Year}_1}$$

5. "Effort Factor" $= \dfrac{\text{State Rel. Tax Effort}}{\text{Nat. Rel. Tax Effort}}$

ACIR (Advisory Commission on Intergovernmental Relations) has published two studies on the various state's fiscal capacity and tax effort. The most recent of the publications, *Measuring the Fiscal Capacity and Effort of State and Local Areas*, presents estimates of what state and local governments could collect in tax revenues if each were to impose a predetermined tax rate on their individual tax bases. (Rates could vary from the lowest in the nation to the highest, depending upon the predilection of the research. In the case of the ACIR study of general effort and capacity, the national average rates were used.) By using a ratio of the state's tax capacity to the state's personal income in a given base year (in this case 1966–67) to modify the personal income in the year in question (in this instance 1970), a figure is produced which gives a relative representation of the state's tax capacity. Dividing this figure by the actual tax collections for 1970 yields a measure of relative tax effort. This tax effort can be compared to the national average effort to obtain a factor which represents the relationship of each state to the others regarding effort.

B. Educational expenditures per $1,000 personal income as a percentage of total state tax revenues per $1,000 personal income.

$$\frac{\text{1. State Ed'l. Expen. per \$1,000 Personal Income}}{\text{Total State Tax Revenues per \$1,000 Personal Home}}$$

This formula shows the relationship between educational expenditures and tax revenues, creating a factor which can represent the relative weights of educational and non-educational demands on the tax dollar.

C. Use of general revenue sharing allotments adjusted by welfare expenditures.

$$\left[\frac{\text{State Revenue Sharing}}{\text{National Average Revenue Sharing}}\right] \times \left[\frac{\text{State Welfare}}{\text{National Average Welfare}}\right]$$

This measures the non-educational service expenditure by state, as defined by the Federal Government, adjusted for level of welfare expenditure.

APPENDIX III: A REPORT TO STUDY THE USE OF EDUCATIONAL ACHIEVEMENT DATA IN FINANCIAL AID ALLOCATION FORMULAS

This report includes outcomes of a study of the relationship of several factors associated with social and economic disadvantage to size of city districts. The study was undertaken to assist in allocating funds for alleviation of disadvantage.

A. *The Data*

Data were obtained for each of the five boroughs of New York City and for each of the remaining 61 cities on the following variables:

X1: Number of Negro and Puerto Rican pupils in the public schools of the district

X2: Number below minimum competence in the public schools of the district as indicated by the percent of pupils in the district who fall below the 23rd percentile of the entire State in reading

X3: Number of children in the district for whom aid to dependent children is paid (AFDC)

Y: Public school enrollment of the district.

In addition to the variables as numbers, these were also considered as the following percents:

U1: Negro and Puerto Rican public school pupils as percent of total public school enrollment

U2: Percent of pupils below competence in sixth grade reading

U3: Children in AFDC program as percent of total public and non-public enrollment

Y: This variable was left unchanged, and is city public school enrollment.

For a preliminary selection in terms of eligibility for aid, the cities were ranked on each of the variables U1, U2, and U3; or percent nonwhite, percent below competence, and percent in AFDC. A city was considered eligible if it ranked in the top quarter on at least one of these percents.

B. Relations among the numbers variables (X1, X2, X3, Y)

When the variables were all treated as numbers, the following intercorrelations were obtained for data on eligible districts:

	X2	X3	Y
X1: Number of Negro and Puerto Rican	0.996	0.975	0.972
X2: Number below competence		.971	.973
X3: Number in AFDC			.916
Y: Enrollment in public school			1.000

At first glance the high correlations suggest that the measures are inter-changeable as a basis for distribution of funds. One might suggest size as such a base. However, the following comparisons between Manhattan and Queens, raises a question about this suggestion:

	Enrollment	Number of Negro and Puerto Rican	Number below competence	Numbe of AFDC
Manhattan	174,397	125,506	99,407	42,208
Queens	248,274	64,664	67,034	14,187

Other examples of this sort can be found. Such instances indicate that use of variables other than size may be helpful in the problem at hand. A study of the value of these variables was undertaken by linear regression. Such formulas were calculated for each variable against size, for each pair of variables and for all three variables taken together, making seven regressions in all. All regressions were calculated against size as a criterion.

The following tabulation shows the effect of each of the seven regressions on the estimation of size:

Independent variable(s):	Percent of variance of Y explained by regression *Percent*
X3	84
X1	91
X1 and X3	91
X2	95
X2 and X3	96
X1 and X2	98
X1, X2 and X3	99

It is clear that use of the joint regression of X1, X2 and X3 against Y gives an almost exact reproduction of size. But this regression is the equivalent to using size which leaves the unfairness already exhibited in the relation of Manhattan and Queens.

Calculations which are available separately show the effects of each of the seven regression formulas. If one is to look at stress variables and their effects the best result seems to obtain by use of variable X2 above which is the number below minimum competence. This variable has the following qualifications:

1. It is a disadvantagement variable.
2. It explains 95 percent of the variance of Y.
3. It correlates .97 with Y.
4. It provides an apparently reasonable ordering of cities.

Dr. Nyquist. I am Ewald B. Nyquist, president of the University of the State of New York and Commissioner of Education. I am accompanied by my assistant for Federal legislation, P. Alistair MacKinnon.

I appreciate the opportunity to appear before you this morning to comment on the legislation before this subcommittee, H.R. 69 and H.R. 16. I commend Chairman Perkins and the subcommittee for moving ahead with speed on this critical matters of renewing Federal support to elementary and secondary education.

Mr. Chairman, this is another example of your continuing commitment to the education needs of the Nation, which, of course, includes your leadership in the initial development of the Elementary and Secondary Education Act of 1965.

I have filed with the subcommittee a rather lengthy, technical, and detailed document which has been prepared in part on the basis of questions previously raised at these hearings.

I offer our assistance to you and your staff if you would wish any elaboration on that document.

At this point, Mr. Chairman, I would like to summarize my views on the major issues before the subcommittee. As the subcommittee reviews the act, it will check on specific pupil performance related to the particular programs.

I hope, in addition, you will review also the contribution of ESEA to changing broad educational policy across the Nation. Consider these three points: Before 1966, although there were scattered examples of compensatory programs, it was little understood or accepted in this Nation that in order to achieve more equal performance it would be necessary to have unequal expenditures.

Title I, ESEA broke the ice in gaining the recognition that children who were economically and educationally disadvantaged would need more resources per pupil than more advantaged pupils in order to achieve the desired results.

In a State such as New York, it was only after ESEA title I that the State was moved to the establishment of an urban education program directed specifically at those children whose reading performance was below competence.

In other States, similar programs have subsequently been developed. ESEA title I has helped to establish an important understanding and concept in educational expenditure.

In the administration of ESEA title I, particularly with regard to the issue of comparability, the Nation's attention has been drawn to the fact that there is an unequal disribution of resources for education within the school districts and among school districts, in this case in general, the less advantaged students receiving lesser resources within a school district than the more advantaged students because of a variety of factors, the most important one being the experience of the teacher.

Although it was not an expressed purpose of ESEA I to achieve the result of altering expenditure patterns in the States which generally tend to have State aid formulas that favor suburban and not urban and rural areas, ESEA title I has resulted in putting greater resources into the latter areas.

The net effect, therefore, has been to move school expenditures in the direction of equalization as called for in the *Serrano or Rodriguez* decisions.

Having made these general comments about the importance of ESEA, let me turn to the major titles.

During the past 5 years, substantial Federal funds have been expended for compensatory education programs under ESEA title I. There is considerable controversy over the impact of this expenditure.

Evidence on specific projects shows exceptionally good results. Gross evaluations of the program tend to be disappointing to all parties. It is important to note that ESEA title I from the outset was not designed as a program with concrete and explicit objectives for the basic skills of reading or arithmetic.

The legislation did not state that the objective of title I, for example, was that each person who was receiving assistance from this act would achieve one grade level of reading or arithmetic performance in the course of 1 year's study.

Since no such explicit objectives were established for the Nation, it is impossible to weigh the value of ESEA I by a nationwide test on specific reading and mathematic measures or any other measures.

The critics of ESEA Title I point to the fact that in the urban and rural areas toward which title I funds have been directed, there has, in general, been a decline in reading and mathematic test results. The unknown factor is, however, how much of a decline there would have been had there been no expenditure of title I ESEA funds.

Although it is incumbent on all authorities who have had responsibility for title I funds, to develop the best evaluation measures possible on the broad array of projects, I suggest that the overall question of the "value" of this compensatory education program cannot be definitely stated.

We do have results. Let me indicate some. Evaluation of ESEA I projects in reading and mathematics shows, for example, that for more than 45,000 elementary and secondary pupils in reading projects, average gain in achievement rate was over 1⅓ months of achievement per month of schooling last year.

This compares with a predicted gain of one-half month for these children. For 8,000 elementary and secondary pupils in math projects, average gain was 1¾ months per month, compared with a predicted gain of three-fifth month for these children.

Another encouraging result comes from the analysis of our summer migrant education programs under title I. Results show achievement gains of two and three times normal growth rates, and a direct correlation between concentration of funds on programs for these children and their achievement. Other results are noted in the document submitted.

I have concentrated on title I which is the largest program. Before turning to the key issues for the future, let me note results on some other titles. Title II has served to improve the quality and availability of school library media services and resources.

Title III has undertaken the development of innovative solutions to assessed educational needs, and along with title II, has stimulated new approaches to learning. This is another example of ESEA providing initiative.

Since July 1969, 76 percent of title III projects have been continued with local funds after ESEA support ceased. Two-hundred and nineteen New York school districts have replicated practices developed through title III. Title V has been invaluable in promoting change and greater planning and evaluation capacity in State agencies.

A major policy issue involved in renewing Federal support to elementary and secondary education is the design of the package. There appear to be three options under consideration—continuation of the existing ESEA statute with a few changes in formula (H.R. 69), consolidation of present categorical aid programs, and education revenue sharing as proposed by the Administration in the fiscal year 1974 education budget.

No matter what the general label may be, certain design principles and administrative factors must be incorporated in the legislation. First, Federal funds should act as a supplement to state and local resources, with options available so that Federal funds may be combined in overall State patterns of support.

Second, Federal funds should provide target aid to population groups in need of additional educational expenditures. In considering categorical programs, where more than one special program exists for accomplishing similar or identical objectives, legislative consolidation of these related programs should be realized.

I might interrupt myself here, Mr. Chairman, and say that any consolidation shold not give less to the States than they originally received under the separate categorical programs. New York State has an unhappy history in this regard in the past.

I cite some examples of program consolidations in my overall statement.

Third, Federal funds should act to equalize outcomes among the States, as well as within each State. This is particularly important with regard to the costs of the social overburden which is addressed in more detail in the testimony.

Fourth, Federal funds should support research, development and training activities which require a critical mass of resources not available to a single State or local school district.

These principles should be carried out in the context of certain administrative factors. The key point for coordinating local, State and Federal programs is with State education agencies. The Congress should provide that at least 5 percent of any Federal aid to local agencies be used by State agencies for the planning, administration, monitoring, and evaluation of these programs.

One and one-half percent of this sum should be reserved for State evaluation. This arrangement would focus on statewide evaluation. Also, Federal research and development should be conducted cooperatively with those State agencies having the capacity.

This would allow Federal, State, local, school and classroom personnel to work together to assure that these efforts will have a direct impact on classroom instruction.

Impending Supreme Court decisions on this question of equalization of educational opportunity could result in substantial changes in local and State finance. Thus, we are in a critical time for education. An analysis of the education finance picture in New York State shows that with a declining State share of expenditures, local property tax rates must climb unless Federal resources are forthcoming.

A recent report by the Federal Advisory Commission on Intergovernmental Relations indicates that even with general revenue sharing and welfare reform, New York is one of two States that does not have the fiscal capacity to raise per pupil spending for elementary and secondary education to the 90th percentile.

Probably the greatest impact of this situation has been the attention it has directed to analyzing the wide disparities within and among States in relative taxes, efforts, and costs. The fiscal capacity of urban States is strained by the large social overburden they must assume.

Noneducation needs are much greater in central cities than in the less-densely populated suburban and rural areas, and therefore require cities to maintain higher tax levies to support the greater effort in services.

The result: The more a State is urbanized, the less leeway it has to release moneys for education. I believe that any Federal allocation formula supporting the finance of elementary and secondary education must take this social overburden factor into account. H.R. 16 does not do this while H.R. 69 does only in part.

Mr. Chairman, the document that I have submitted makes specific suggestions for amending H.R. 69. I will not give further details at this point, but I will be pleased to answer questions.

Thank you and the subcommittee members for the opportunity to discuss the renewal of this essential legislation for elementary and secondary education.

Chairman PERKINS. Dr. Nyquist, your statement mentions that there has been a gain for title I students of two to three times the expected rate.

Do you agree that this data shows that title I has been a success even if we limit the standard of success to reading and math scores?

Mr. NYQUIST. I think so, very much. I think in the early years of title I, because it was brought in so many new concepts, zeroing in on disadvantaged, concentrating resources, it would probably be hard to show that it was productive.

I think in later years title I has been productive and the data show it.

Chairman PERKINS. Because you concentrated more or less in certain areas like reading and math.

Mr. NYQUIST. That is right. In the State of New York, as I understood the original legislation, and I think it was a wide understanding, the State had very little authority to designate priorities.

It could outline things that were important, but if a locality submitted programs that fell within the guidelines, they should be approved. In the last few years, I do not know whether I strong-armed it or not, but I told local districts that they have got to concentrate on basic skills and bilingual education, which is a problem in our State and the burden is on them to show they do not have a problem in those areas.

I think this is beginning to show results.

Chairman PERKINS. That is the reason you make the statement that the results you obtained in New York have been two or three times the expected gain.

Dr. NYQUIST. For the pupils that we have been able to cover.

Chairman PERKINS. You have zeroed in on bilingual, math, and reading, the areas that you knew you could obtain the results, and the areas that deserve the greatest priority.

Dr. NYQUIST. That is right.

Chairman PERKINS. But, for the support that you have received under title I, what would have happened in New York in the past 6 years from the standpoint of education, where would you have been but for title I?

You can just give me a summary as best you can.

Dr. NYQUIST. With our large population of educationally disadvantaged kids in our State, I think we would still have a big problem.

It is hard to estimate in terms of quantity where we would be. We would certainly be far behind the situation that we have now where we are beginning to show improvement. One of the things I said that title I did was to stimulate the legislature on our recommendation to establish our own urban education fund which piled on top of ESEA funds.

Maybe we would have gotten that anyhow, but it may have come later because the national interest served to focus on the disadvantaged through title I. This is one good thing that it did.

Chairman PERKINS. To jerk the rug out from under you today, assuming you did not have any fiscal support and did not have title I for fiscal year 1974, how would you view the future in New York from the standpoint of the disadvantaged child?

Dr. NYQUIST. Very dismally. The economy is picking up as far as New York is concerned, but we are really strapped physically as a State, and I do not see where we could come up with the additional funds needed to compensate for the loss of ESEA funds, not at all. It would not come close.

Chairman PERKINS. You said that you were opposed to massive consolidation of Federal programs because your State had a bad experience with consolidation. What did you mean by that?

Dr. NYQUIST. I did not quite say that. I said I am for consolidation, but in consolidating, I think States should be saved at least from suffering loss in funds that they got from separate categorical funds.

I cannot recall the specific instances, perhaps my colleague can, where there has been some consolidation in the past. New York State has received less money than they received before.

Chairman PERKINS. Let's go back to 1968 or 1969 on the extension of ESEA where title III, the innovative title, along with counseling and guidance, those areas that involved consolidation, did your State lose money as a result of that consolidation?

Mr. MACKINNON. On the administration costs, yes.

Chairman PERKINS. Title III of ESEA, with title V?

Mr. MACKINNON. As a net result, we did. We ended up with less moneys to administer programs than we previously had.

Chairman PERKINS. The same argument was made back then for consolidation as is being made today. Do you recall that argument?

When we did go that far, you ended up, you are telling the committee, with less money in the State of New York?

Dr. NYQUIST. That is right. We support consolidation, but not at the expense of having less money than we had before.

Chairman PERKINS. I can well understand that. Now, if we did away with the present title I formula, and instead allowed the States to distribute the funds based on test scores, what results would there be in your State?

Dr. NYQUIST. According to our research, so far, I think the money would be distributed away from New York City. New York City would receive less.

Mr. MACKINNON. Most of the money would be dispersed. I think funds for New York City would go down about 17 percent. We took fiscal year 1972 and simulated a distribution based on an achievement test. The results showed that New York City's total would go down by 17 percent. That amount would go into the more rural areas.

Chairman PERKINS. Dr. Nyquist, do you consider a method of distribution of this type on test scores equitable or fair to the disadvantaged or unfair to the disadvantaged?

Give us your best judgment.

Dr. NYQUIST. We have an urban education program which amounts to about $48 million. There is a factor built into the formula for test results. Of course, one thing you can say against doing that is that you seem to reward school districts for failing.

In other words, the more pupils they have below a certain test score, the more money they would get. This seems to be sort of an immoral inducement. However, I have not seen any such results of that in our State.

If you were to do this nationally, of course, you would have to have one test, given to all children.

Chairman PERKINS. In your opinion, does distributing funds based on test scores bring about an unfair situation to your State?

Dr. NYQUIST. It would tend in that direction.

Mr. MACKINNON. Some of our analysis in looking at formulas have shown that there is a very high correlation between minimum competency and economic factors such as AFDC or any poverty level.

The correlation is extremely high. Based on what is available currently, in terms of reasonableness and accessibility, economic data is more accessible than achievement data, at least on a national basis. When you go into intrastate allocation, then the States will vary as to the data they may have. Success would depend upon whether they could associate this data with other types of moneys that are distributed in the States in order to create balances.

Chairman PERKINS. There would be no equitable way because of the various tests that have been given throughout the country to distribute 1974 funds, unless we had a national test beforehand.

Am I correct? One test for all of the youngsters throughout the country?

Dr. NYQUIST. Because of the high correlation between achievement and economic factors, you find out where the disadvantaged are by using the latter. You do not have to go through an administrative procedure of testing everybody.

I think there would be a lot of resentment if we were to do this nationally.

Chairman PERKINS. You think there are more equitable basis for dispersing the money like we are doing it presently?

Dr. NYQUIST. I think there are some equally good.

Chairman PERKINS. Assuming the distribution formula was based on national test scores, let's assume that, would the distribution be tied into the most disadvantaged in your opinion, or would it overlook the most disadvantaged? Is the correlation there?

Dr. NYQUIST. Oh, yes. There is no question about the correlation between the economic and educational disadvantaged.

Chairman PERKINS. I think the most disadvantaged would be overlooked if it was geared into test scores.

Dr. NYQUIST. I think you would achieve a shift in the distribution of the funds on that basis.

Chairman PERKINS. On test scores?

Dr. NYQUIST. Yes.

Chairman PERKINS. Throughout the country, if one test was given?

Dr. NYQUIST. Yes, you would find only some of the most educationally disadvantaged kids that way.

Chairman PERKINS. Would this be one gimmick to try to save money and not serve all of the disadvantaged children if we resorted to a formula of distributing funds solely on the basis of a test score?

Mr. MACKINNON. I think you have two kinds of problems; first, educational disadvantagement, and then the effect of economic disadvantagement.

If you use a test, you would be able to deal with those who are the educational disadvantaged. I think the additional factors of economic disadvantage would probably be overlooked if you try to use only test scores on a national basis. Title I employs an economic factor which does have a high correlation with the factor for educational disadvantage.

But, then, if you allocate funds depending upon what test data might be available within a State, if you do your intrastate allocations that way, then you might be able to balance out.

Chairman PERKINS. Mr. Pevser.

Mr. PEYSER. Thank you, Mr. Chairman.

Dr. Nyquist, if the educational revenue-sharing program as it is presently being discussed were to eliminate categorical programs, and New York State were to receive its share under whatever formula is developed, do you feel that the disadvantaged would receive as large a percentage of the money, assuming it goes right to the State, as they presently receive?

Dr. NYQUIST. Of course it would depend upon the constraints that you have. I am not aware there is any special revenue-sharing bill that you can look at.

Mr. PEYSER. Well, this is just in the discussion.

Dr. NYQUIST. If there were no constraints, just the general revenue sharing for education, my strong feeling is, and I am speaking at large now because I would do everything I could in the State of New York to see that money went to the disadvantaged, my own feeling is that you would not get the same concentration throughout the Nation in the fashion you do now.

Mr. PEYSER. This to me is one of the critical points, because I do not feel the disadvantaged educationally would receive the same percentage they receive under the present program. Are you saying, in your opinion, in a general sense, that is what you would believe?

Dr. NYQUIST. I think there have to be clear constraints.

Mr. BELL. Would you yield?

Mr. PEYSER. Yes.

Mr. BELL. You have said this, Doctor, but I wonder if you would explain a bit more fully why you have come to that conclusion?

In other words, the revenue-sharing program which supposedly concentrates in the same area except that it just provides that the States have a little more direction, control, and personal guidance, why would that necessarily be worse than the present program under which you concentrate, even though there are strict Federal guidelines?

The States, we assume, are intent on doing a good job and trying to concentrate the funds. So, why would that lack of guidelines necessarily make it differ?

Dr. NYQUIST. Don't misunderstand me. I think there ought to be some loosening of some of the guidelines. I think some of them are absolutely too strict. For instance, there is one that the money cannot follow the child. There has to be concentration.

I think those are too strict. However, let me say this. Educators are not completely virtuous. Even today, under the guidelines you have, I think you would have abuses in some of the States where the Federal auditors have found that the moneys in substantial amounts have not gone to where the moneys are supposed to go to the disadvantaged kids.

I think that if you did not have some constraints and opened it up, the funds would not be as concentrated as they are now.

Mr. BELL. In other words, you feel that the State organizations, themselves, and the local organizations are not as intent upon concentrating on the title I children as is the Federal Government? Is that what you are saying?

Dr. NYQUIST. No, I am simply stating that the funds would not be as concentrated if you had no constraints at all. I think just general revenue sharing would not produce the same result.

Mr. PEYSER. In adding to that, I think one of the concerns that I have, and I think is shared by a number in the Congress, is the question of what would happen to those funds and to whether they really would reach the disadvantaged. Even under our present restrictions, there has been evidence of a questionable use of some of this money. This is not in any way trying to cast aspersions on States and their legislatures or education departments, but they become subject to a whole new set of pressures if the moneys are put in there, in a free-floating way.

I think that title I is one of the better programs that has developed out of the ESEA package. Even with its shortcomings and everything else, it really has basically reached the disadvantaged.

Do you concur in the assumption that it really has basically reached the disadvantaged?

Dr. NYQUIST. Yes; I do. I think there is no question about it. I think, again speaking generally, that there can be more concentration on the disadvantaged, but the answer to your question is clearly yes, and I think it has done a great service.

I think the Federal Government has national interest in education and, while we have too many fractionated programs and there can be consolidation, I think the Federal Government should keep that interest.

The nature of the interest changes from time-to-time, of course, but I think it is very helpful to localities and to the States to know that there is Federal interest, specific Federal interest, and this is one of them.

Mr. BELL. Will the gentleman yield again?

Mr. PEYSER. Yes.

Mr. BELL. Dr. Nyquist, if that is true, isn't it also true that sometimes at the local or State level, where the organizations and leadership exist, school systems have a better concept of where the money should be directed, and isn't it also true that sometimes the Federal guidelines, as tight as they often are, direct a system to act in a way that does not particularly help the local area or in some cases, where it helps but would not help as much as another program?

Are we throwing out the concept that the local area does not really know what the needs are as well as the Federal Government? I appreciate the political implication of pressures and so forth, but outside of that, what you are saying is a rather important point that has an effect on the total concept of revenue sharing which the mayors of most of the cities have been in favor of.

Dr. NYQUIST. Let me give you an example in New York. I am going to repeat myself, I think, but I think it addresses your question.

As I said, in the early administration of title I in New York State, there were certain guidelines from the Federal Government. The State did not impose any priorities. There were a lot of things that you could spend title I money on. We approved projects and programs as we had to do under the legislation.

We have 750 school districts in New York State and a lot of students have a reading problem, particularly in the urban areas. If we do not teach the basic skills well, I think we fail in education.

Let's start there. If a pupil cannot read and he cannot work with figures, I do not know what else he can do. If he cannot do these things, he is not going to go anywhere, and he is not going to be happy with himself and may become a burden on society.

I can tell you that there was not uniform concentration on the most important areas. In later years, I established three priorities, reading, arithmetic, and bilingual education—because of our great number of Puerto Ricans in New York State—and placed the burden on the local school district to prove it does not have a problem in one of those areas.

If they cannot show it, they will have to concentrate the funds on those areas. Of course, the localities are closer to the problems than the State education department is, but uniformally, they do not all identify the higher priority areas on which to spend the money.

I think we have corrected that. There were some complaints, I can tell you, when I did this.

Mr. **Bell**. Thank you for yielding.

Mr. **Peyser**. Thank you.

Chairman **Perkins**. Mr. Lehman?

Mr. **Lehman**. No questions.

Chairman **Perkins**. Mr. Bell?

Mr. **Bell**. Thank you, Mr. Chairman. You touched on this a bit, but you did not quite cover it, Dr. Nyquist. On page 46 of your testimony you note that the use of achievement test scores will shift money away from New York City.

That statement is, is it not, in contradiction to the one made in a Fleischman Commission Study which says in sum, "The use of achievement test educational measures create formulas that are more redistributive than those based on a poverty measure such as AFDC. It places added funds in New York City in several other highly urbanized school districts and in a number of rural and suburban areas."

How do you explain these differing statements?

Mr. **MacKinnon**. I think they are talking about a broader formula in which not only competency, but other types of factors may be in and, like our State aid formula, that it is described in appendix 1 where we talk about a variety of factors including minimum competency.

Dr. **Nyquist**. If you use a number of factors including achievement, it will have this effect. If you use achievement alone, then the statement that I made redistributes the money.

Mr. **Bell**. It also says, "The most redistributive formula in terms of total dollars is enrollment plus the achievement measure. It places added funds in New York City in several other highly urbanized school areas."

Mr. **MacKinnon**. You are using two factors. You are not using one. You said enrollment and achievement, size and achievement. So, when you start dealing with them in combinations, then you start getting some other allocation patterns.

As a single basis using minimum competency as the only one in an achievement measure, there is one kind of distribution. However, New York City is a very large school district. Therefore, when you also factor in size, certainly, New York City will get more money because it is large relative to the rest of New York State.

Dr. **Nyquist**. The more factors you put into a formula, the more they tend to concentrate funds where the problem is. You take one alone and it may have an altogether different effect.

Mr. **Bell**. I gather from your statements that you favor grant consolidations to a fairly great degree. I read your statement and I noticed you talked considerably about consolidations. Could you provide the committee with a complete list of Federal programs that could be merged?

I notice you mentioned NDEA and ESEA. Would you also include in that document some comments on whether or not the program such as environmental education might be merged with other programs like title III of ESEA?

Dr. NYQUIST. In my larger document, which I have left with the committee, we give some examples of consolidation. I take it you are asking me if I can write to the committee, and give you more specific listings, because there are a great number of them.

You have asked two questions. One on environmental education and ESEA title III. I can see that as a possibility, but again, if you are going to merge those two, it seems to me you must have some kind of emphasis on environmental education or there will be no concentration on that particular subject.

Mr. BELL. Mr. Chairman, when Mr. Nyquist sends this report in, I would appreciate that information being placed in the record.

Chairman PERKINS. Yes.

[The information referred to follows:]

Mr. NYQUIST. In response to Mr. Bell's question on consolidation, I want to highlight the suggestions I made in my longer statement, and in our brochure entitled "Federal Legislation and Education in New York State". I consider these suggestions viable alternatives for consolidation that should be undertaken immediately. The following is an excerpt from my longer testimony:

"We have long advocated that when more than one special program exists for the purpose of accomplishing similar or identical objectives, legislative consolidation of these related programs should be realized, but without a reduction in Federally allocated resources to the States. This would also affect a critical mass concentration of funds on high need areas, the value of which has been demonstrated by New York's summer migrant education program under Title I. Of the legislation currently in operation, one desirable consolidation would include programs serving children whose underachievement is related to poverty. These programs are Elementary and Secondary Education Act, Titles I (Education of Children of Low-Income Families); VIII (Dropout Prevention); Economic Opportunity Act Programs, Headstart and Follow-Through; Teachers Corps; Urban-Rural and Career Opportunity. The latter training activities have a high impact on the education of disadvantaged children and career opportunities for disadvantaged educational personnel. This consolidation would also have the advantage of targeting programs and training funds together.

"Other possibilities include merging ESEA II with NDEA III and combining ESEA dissemination set aside funds. A number of ESEA titles specifically set aside funds for the dissemination of information about promising practices. A renewal of the legislation should provide for a consolidation of these funds so that state education agencies can more effectively carry out the dissemination function."

Mr. BELL. That is all.

Chairman PERKINS. We thank you. You have been most helpful to the committee.

Our next witness is from the American Personnel and Guidance Association, represented by Dr. H. Eugene Wysong, associate professor of education, University of Toledo; Mr. William J. Erpenbach, supervisor, Guidance Services, Department of Public Instruction, Wisconsin; and, Miss Donna R. Chiles, counselor, Bloomington High School, Illinois.

Let me welcome all of you here this morning. We are most interested in your testimony. You have a great organization and have been very helpful to education.

Proceed.

STATEMENT OF THE AMERICAN PERSONNEL & GUIDANCE ASSOCIATION, REPRESENTED BY A PANEL CONSISTING OF DR. H. EUGENE WYSONG, ASSOCIATE PROFESSOR OF EDUCATION, UNIVERSITY OF TOLEDO; WILLIAM J. ERPENBACH, SUPERVISOR, GUIDANCE SERVICES, DEPARTMENT OF PUBLIC INSTRUCTION, WISCONSIN; AND DONNA R. CHILES, PRESIDENT, AMERICAN PERSONNEL & GUIDANCE ASSOCIATION, AND COUNSELOR BLOOMINGTON HIGH SCHOOL

Miss CHILES. For the benefit of those who may not have had the opportunity to meet our two staff members here with us, I would like to introduce Dr. Charles Lewis, director, and Dr. P. G. McDonough, assistant director for professional affairs.

Chairman PERKINS. We have had the opportunity to meet those gentlemen before, and to my way of thinking, they do a wonderful job.

Miss CHILES. Thank you. They are available to help you at any time. My name, as you are well aware, is Donna Chiles. I am president of the American Personnel & Guidance Association and am on leave from my job as counselor in Bloomington High School, Illinois.

We appreciate this opportunity to appear before you to speak to our concerns for strengthening ESEA title III supplementary educational centers and services, guidance counseling and testing, and to provide information to you on possible changes in the distribution formula for ESEA.

With your permission, Mr. Chairman, I will speak to the progress of guidance counseling services in meeting the needs of our youth and students under NDEA and ESEA. Mr. Erpenbach will speak to proposed changes for strengthening ESEA III and Dr. Wysong will provide input regarding the proposed title I distribution formula.

In the prepared testimony, which you have——

Chairman PERKINS. Without objection, all of your prepared statements will be inserted into the record, and you may proceed in any manner you prefer.

[The statement referred to follows:]

STATEMENT ON BEHALF OF THE AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION

(By Miss Donna R. Chiles, Counselor, Bloomington High School, Bloomington, Ill., and President of the American Personnel and Guidance Association)

Mr. Chairman and members of the Committee, my name is Donna Chiles. The American Personnel and Guidance Association (APGA) and its 30,000 members appreciate this opportunity to present this testimony. The opinions which I express today are based on my 3 years of experience as a teacher and 10 years as a public school counselor in both junior and senior high schools. This year I am on leave from my school district while I serve as President of APGA. Prior to becoming an APGA officer, I was active in the American School Counselors Association, APGA's largest division. Currently, I am a member of the USOE Advisory Committee for the National Longitudinal Study of the High School Graduating Class of 1972, the USOE Educational Renewal Task Force on Administration and Supervision and the Advisory Committee for the Eastern Illinois University ETC Project in Career Education for Elementary Schools.

APGA members are employed in all levels of public and private educational settings as well as in a wide variety of Federal, state and local agencies providing counseling services to people from early childhood through the senior citizens.

A substantial proportion of APGA members are engaged in working with young people in elementary and secondary schools. We are here today because of the guidance and counseling profession's deep concern about and commitment to the young people of America.

We appreciate the opportunity to speak to our concerns for strengthening ESEA Title III—Supplementary Education Centers and Services; Guidance Counseling and Testing, and to provide information for your deliberation on possible changes in the distribution formula for ESEA Title I. With your permission, Mr. Chairman, I will speak to the progress of guidance and counseling services in meeting the needs of our youth and our nation under NDEA Title V–A and ESEA, III. Mr. William Erpenbach will speak to proposed changes for strengthening ESEA Title III and Dr. Eugene Wysong will provide input regarding the proposed ESEA Title I distribution formula.

The House of Representatives Committee on Education and Labor and the General Subcommittee on Education has a long history of support for guidance and counseling services in the schools. It was with the passing of the National Defense Education Act, Title V–A, in 1958 that counseling services became a nationwide reality for secondary schools and the Amendments of 1964 which extended Federal participation for the development of guidance programs and services in the elementary schools. The positive results of allocating Federal funds for these services can be readily seen in a review of some of the progress made from 1958–1968.

1. The number of students receiving guidance and counseling services increased sharply. In 1958, there were 13,000 full-time equivalent secondary school counselors, ratio 1 : 960 and no elementary counselors. By 1968 there were 38,500 full-time equivalent secondary school counselors, ratio 1 : 450 and 4,000 full-time equivalent elementary counselors, ratio 1 : 9,600.

2. Local and state support increased as a result of the Federal incentive. Federal support rose from $4,819,990 to $24,500,000, state support from $420,128 to $14,000,000 and local support from $5,593,322 to over $252,311,500.

3. As a result of Federal incentives, testing programs to identify the interests, aptitudes, achievement and ability of students increased 5 times in the 10-year period.

4. A significantly larger proportion of the nation's youth completed secondary school and entered colleges or post-secondary vocational and technical schools.
   a. The high school retention rate improved 23.9 percent.
   b. The number of students enrolling in college increased 115 percent.
   c. The number of students enrolling in vocational-technical education increased 2,868 percent.

5. State education agency guidance and personnel services expanded.

6. Minimal and recommended standards for guidance programs increased.

7. Qualifications for State Supervisors of Guidance, Counseling and Testing were strengthened.

8. Counselors were better prepared as certification standards were established and improved.

9. These effects were felt in all 50 states and territories.

During this period, guidance and counseling services were established as essential components of secondary, and to a lesser degree, of elementary education. School counselors have been able to help young people to identify and understand their human potential, to gain the information and skills needed to develop that potential and then to plan realistically present and future utilization of their potential. This is illustrated by the following examples:

COUNSELORS ASSIST STUDENTS IN MAKING REALISTIC POSTSECONDARY PLANS

Project TALENT, a National Longitudinal Study of the effects of personal, educational, and social influence cities . . . "an improvement in the effectiveness of guidance programs in the high schools (*Progress in Education:* A sample Survey (1960–1970), December 1971 report). The Project TALENT report indicates that in 1960 high school students showed dissatisfaction with their school programs and unrealistic educational and occupational programs. In 1970:

With respect to educational plans, 61 percent of the boys and 55 percent of the girls expect to obtain some regular college training. This represents only a 1 percent increase for the boys, *but a 10 percent increase for the girls.* The numbers of boys and girls planning other types of post-high school training also show increases so that only 14 percent of the boys and 15 percent of the girls *indicate they do not expect to get any education beyond high school. This represents a* *substantial drop from the 28 percent and 29 percent who indicated such expectations in 1960.*

There is an increase for both boys and girls in the (high school) vocational course . . .

There is a trend, especially for the girls, to discuss plans for after high school with school counselors to a greater extent. On the other hand, there is a definite trend for less discussion of plans after high school with teachers and principals. There is a change in occupational preference between 1960 and 1970. The movement is away from more materialistic careers (engineering, sciences) and toward careers with more social relevance (social worker, policeman, biological scientist, psychologist). There is also a trend among females away from the traditional female jobs (nurse, secretary, beautician) toward professionally and socially relevant jobs.

The career plans for boys are clearly much more realistic. The effectiveness of the guidance programs can be mirrored, at least for boys, in the quality of students taking various courses or curriculum offered by the high schools. The enrollment in various courses reflect more realistic student expectations for themselves.

Self-reports on the American College Tests of applicants to the University of Minnesota indicate that students entering that institution rely heavily on their high school counselors in making post-high school plans. Students felt that it is through personal contact with the counselor that information for decision making occurs.

The Purdue Opinion Panel poll of high school students indicates increased counselor-student contacts from 1966–1971. In September 1971, 76 percent of the students polled indicated a need for counseling. High among their priorities for counseling help (from 20 percent to 37 percent) was expressed need for information about colleges, courses in high school, jobs and future employment opportunities. Thirty-five percent of the students reported receiving "very much" or "quite a bit" of help and another 25 percent indicated receiving "some" help.

COUNSELING CONTINUES TO AID IN INCREASING HIGH SCHOOL RETENTION RATES

Many programs have been organized across the country to continue to improve the retention of high school students. A search of ERIC records at the University of Michigan indicated improved retention rates in many cities of the nation including: Baltimore, Seattle, St. Louis, Dayton and Paducah. Some of the ESEA III projects in Illinois beginning June 1971 were designed to improve school retention rates:

Mendon, Illinois: Counselor will work with the family visitation program to bring together the parents, child and teacher to improve home-school relationship and to focus on any problems. Parents without diplomas receiving counseling and encouragement to complete their high school educations through the adult education program. Outcomes, first year: Dropouts reduced from 7.60 percent to 1.20 percent of the school population.

Meridian, Illinois: Utilizing mobile counseling, group guidance, involvement of parents and students, and marshalling of all community resources in order to (1) inform participants of school programs, and (2) encourage a more cohesive attitude toward school. Outcomes, first year: Dropouts reduced 46 percent from 1970–71 to 1971–72. Of the 17 students leaving school in 1971–72, 8 have re-enrolled during 1972–73.

COUNSELORS ASSIST STUDENTS WITH IMPROVING SCHOOL ACADEMIC ACHIEVEMENT

A guidance program in North View Junior High School, Osseo, Minnesota, utilized group counseling techniques with seven low-achieving, behavior problem eighth grade boys. The Counselor, a woman, and the District Guidance Supervisor, a man, teamed as group leaders. The group counseling model included a) positive sharing, b) short topical presentations, c), solution generation, and d) goal setting. In addition, they took the boys on a field trip, saw some of the boys in individual counseling sessions, and worked with their teachers. Some of the outcomes 1) No major behavior problems involving the Dean of Students, 2) reduced verbal and physical attacks on ane another and others, 3) accepted responsibility for assignments, 4) able to set goals and achieve them, 5) 50 percent increase in the number of above-average grades. (*The School Counselor*, Volume 20, Number 3, January 1973, pages 211–215)

ESEA, Title III project in Ordean Junior High School, Duluth, Minnesota, beginning June 1971 involved 100 students in grades 7–9, utilized tutoring, group counseling, individual counseling, small group instruction, program scheduling, parent-student conferences, alternative assignments, special services referral and participation in 10 school related activities designed to promote the recognition of self-worth. Outcomes, first year: The 8th and 9th grades did improve grade point averages, school conduct and increased participation in extracurricular activities. Seventh grade not as successful. In Pitman High School, Pitman, New Jersey, counselors successfully utilized group counseling to work 15 underachieving 9th grade students. These 15 students were divided into three groups of five and met with the counselor for 50 minutes each week for 10 weeks. The mean grade point average improved significantly by the end of the 10 weeks and behavior had improved as judged by the teachers. (*The School Counselors*, Volume 18, Number 4, March 1971, pages 279–285)

COUNSELORS HELP TO IMPROVE RACIAL CLIMATE IN THE SCHOOLS

Emergency School Assistance Programs (ESAP)—Recently, the Resource Management Corporation, Inc., acting under a contract with the U.S. Office of Education, released the results of an evaluation of the effectiveness of first year ESAP grants to school districts in improving the racial climate of schools. The evidence was gathered from a sample of 879 schools in 252 school districts in fourteen southern states. The results of this study also underscored the effectiveness of school guidance and counseling services. Among the major findings were: The study found that ESAP activities in counseling, counseling support, student programs, and remedial programs were significantly associated with positive racial climate changes. Yet, these areas accounted for only 23 percent of the total expenditures for the program.

Higher ESAP expenditure per student spent on counseling program was associated with more positive racial change than lower expenditures.

The more effective activities (counseling, counseling support, student programs, and remedial programs) gained effectiveness the longer they had been implemented.

COUNSELORS WORK WITH PARENTS HELPS STUDENTS IMPROVE IN ACADEMIC ACHIEVEMENT

Lavern Penn of the Rogers Arkansas Parent Education Research Center reports in the *Arkansas Counselgram* (September-October 1972) that the counseling of parents not only enables parents to listen more effectively to their children and help them discuss frustration, but it also increases the achievement level of their children.

In this ESEA, Title III project, students whose parents attended the counseling sessions increased their achievement more significantly than the students of the control group whose parents did not attend.

COUNSELORS HELP STUDENTS DEVELOP ATTITUDES ABOUT SELF, OTHERS, AND SCHOOL

Dr. Thomas David Wearne's doctoral dissertation was based on a study to determine the effectiveness of individual and group counseling in improving the self-concepts and attitudes toward school of ninth grade girls in the normal range of behavior. Over a period of 15 weeks, 36 girls received one session each week of individual counseling; 36 girls received two sessions each week of group counseling; and 36 girls received no counseling.

The results of the study indicated no significant difference between individual and group counseling results but significant improvement of both groups of girls in areas of perceptions of self, perceptions of relationships with others, and perceptions of school as compared with the non-counseled group. (Wayne State University, Detroit, Michigan, July 1972.)

An ESEA, Title III Elementary Guidance Project in Indianapolis, Indiana, began in the fall of 1972. The students participating in the programs made the following self-reports during a mid-year evaluation.

"It has helped me to understand my friends better and has helped me understand myself. It has helped me understand school work much better. I wish we had counseling last year. I bet I would have made better grades."

"Counseling has changed me. It made me realize how important goals can be. It has helped me think more about my goals . . ."

"Counseling is a good program. It helps kids open their mind to themselves and their work. Also if you have a personal problem, the counselor could help you and keep it a secret."

Students, particularly at the high school level, are very interested in improving self-understanding and understanding of and relations with others. "Communique," (November 1972) writers in discussing the Report of Poll No. 93 of the Purdue Opinion Panel indicated that "students most often consult counselors about their future family life, having their own money, and a future job. The panel concluded that rather than talk about developmental needs, today's adolescents are more likely to seek advice about values, behavior and relationships with parents and other adults. Their primary educational objectives, in addition to acquiring basic knowledge, are to train in work skills and to gain understanding of themselves. The panel found that low priority was given to developing problem-solving skills."

James D. Wiggins, Supervisor of Guidance, State Department of Public Instruction, Dover, Delaware, in reporting on the Priority-Career Counseling Program (PCCP) describes the PCCP as a career exploration and counseling programs based on voluntary participation of students in conferences scheduled according to their need and desire for professional guidance.

Mr. Wiggins reports that "In schools which have adopted the PCCP, it has been found that few conferences were strictly career oriented. Only one fourth of all students needed vocational information primarily. Another quarter needed educational information, while about half of the students needed in-depth counseling regarding the full range of concerns usually found in any group of young people."

Further "in PCCP schools, it has been consistently found that over 90 percent of the students who rated their counseling need as a high priority at the initiation of the program, rated themselves as needing only some or little help after counseling. For 85 percent of those students, this evaluation remained constant throughout the balance of their school years." (*Guidance Clinic*, "Special Feature," October 1972.)

Numerous other studies, reports and opinion polls could be cited to support the fact that school guidance and counseling services do effectively assist young people and that Federal investments in school guidance and counseling programs do have a positive effect on the lives of the nation's youth. Yet, in spite of the evidence pointing to the good achieved by school counseling and guidance efforts, we are all to often faced with a lessening of fiscal support for guidance services at the Federal, state and local levels.

Each year since 1968, the Federal appropriations for guidance and counseling, first under NDEA, Title V–A, and continuing under ESEA, III, have decreased. Almost without exception, states have not initiated categorical support programs for the schools for guidance and counseling. Local school districts, faced with mounting fiscal problems, often choose to reduce the number of school counselors as a first effort at budget balancing.

This year as APGA President, I have had the opportunity to travel to states across the nation to participate in state association meetings. I have seen school counselors who are dedicated to improving their knowledge and skills in order that they may improve their effectiveness with their counselees. Yet, everywhere I have sensed an underlying anxiety that programs may be cut back or eliminated. At best, it appears that we are operating guidance and counseling programs at a maintenance level across the country. If the OE reported 475:1 secondary school counselor/pupil ratio is close to accurate, this reinforces our concern. While we have more people in counseling now than in 1968, we have been unable to reduce the load per counselor.

Guidance and counseling programs have continued to develop and to increase in effectiveness because of greater clarification of guidance purposes, improvement in guidance and counseling techniques, and increased competency of counseling personnel. But, we are reaching a point of diminishing returns. Ours is an exceedingly complex and rapidly changing society; one which, on the one hand, increases the options for youth and, on the other hand, complicates the decision-making process.

In order to adequately meet the needs of children and youth, we need the continuation and strengthening of the guidance and counseling components of ESEA, Title III, to be able to do at least the following:

1. Establish guidance and counseling programs in schools which have no programs, with primary emphasis at the elementary school level.

2. Continue to reduce the counselor/pupil ratio.
3. Provide in-service training for counselors in areas such as:
    - a. Counseling girls, particularly regarding career options.
    - b. Working more effectively with teachers and parents.
    - c. Learning skills needed to work with groups with special needs:
        - 1. Minorities, particularly in urban settings;
        - 2. Drug users; and,
        - 3. Mentally handicapped.
    - d. Utilizing computer based guidance and information systems,
    - e. Developing group counseling skills.
    - f. Enhancing human relations skills
4. Building career development programs and improving counselor competencies in working with non-college bound students.
5. Developing programs for the training and utilization of paraprofessionals.

The needs of America's children and youth are varied and complex. As counseling professionals we are dedicated to making every possible effort to help our young people grow up recognizing and utilizing their fullest potentialities. We appreciate this opportunity to bring our concerns to you and earnestly seek your consideration. We would be pleased to provide any additional information you may desire for your deliberations. Thank you.

Miss CHILES. In the prepared testimony, I traced the progress made in meeting growing needs of young people through providing guidance and counseling services from the inception of title V–A legislation to the present time.

The positive effect of Federal support is very much in evidence, and we are very appreciative of the important role this committee has played in making that possible.

In summarizing that statement, I would like to draw for you a composite picture which incorporates the progress indicated and continuing need. The examples given indicate progress and also indicate ways in which counselors have worked to provide effective change.

It must be remembered, however, that none of these counselors are working singularly with the project described or the activity described. The typical situation for a counselor might be something like this.

In a high school, he has 4,475 students with whom to work, and they range from the mentally retarded to academically gifted in learning ability. Some are from single-family homes, children homes, or with foster families.

Twelve to twenty-five percent are considering leaving school early. Some are pregnant and likely unwed. Around 50 percent are considering college when manpower needs are diminishing for college graduates. Forty-five percent of those students may wish to apply to college anyway, and will need help with that.

Some of the 475 young people are in some stage of experimenting with or using drugs. Some students do not attend school regularly, and others misbehave when they are there. Most of the students have some degree of concern about their peer and parent relations, their sexuality and their relationships with the opposite sex, and their attempts to develop a meaningful value system and life style.

Each of these 475 students should have developed an understanding of his academic strengths and weaknesses. He should have some understanding of his own interest and appitudes which he should be utilizing when he plans a program directed toward purposeful post high school goals.

He must make decisions about what he is going to do whether he has a master plan or not. Many of the students who leave school early and many who graduate will be unable to secure employment because they have not developed salable skills.

In addition to planning programs to meet the needs of the students, the counselor may have responsibility for organizing and maintaining student records, organizing school testing programs, writing recommendations for college and job applications, and writing referrals for inschool and out of school special services.

The effective counselor will also be working with parents, teachers, administrators, and selected other persons in the community in both building programs for all students and in being responsive to the specific needs of individual students.

Meeting the present emerging needs of students in the lower grades is increasing in complexity. There are also many special problems to be faced in large urban school systems where the educational system and community characteristics are exceedingly complex, and in rural areas where there are likely no guidance and counseling services.

We have a commitment to provide equal opportunity for the development of the potential of every child in this fashion. Continued help is needed. There is sufficient evidence to indicate that seed money from Federal resources stimulates initiative and builds confidence in local and state educational agencies.

We, therefore, strongly urge you to continue ESEA title III and to strengthen the guidance and counseling components of that legislation.

I appreciate being able to make these introductory remarks. Mr. Erpenbach will speak to our recommendations regarding specific changes in the legislation.

[The prepared statement of Mr. Erpenbach follows:]

STATEMENT ON BEHALF OF THE AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION

By William J. Erpenbach, Consultant, Counseling and Guidance Services, State Department of Public Instruction, Madison, Wis., and Member of the Federal Relations Committee of the American Personnel and Guidance Association

Mr. Chairman and members of the committee, my name is William Erpenbach. The American Personnel and Guidance Association (APGA) and its 30,000 members appreciate very much the opportunity to persent this testimony. The membership of APGA consists of personnel and guidance workers employed in all levels of educational settings in both public and private education as well as counseling personnel employed in a wide variety of non-educational, community based agencies or settings. Our counselees range in age from early childhood through senior citizens. Guidance and counseling, our work, is a "people business." As such, all of our efforts are directed toward making those we serve, especially the young, more able to adjust to school, to society, to home, and to self.

A substantial portion of those we exist to help will be affected by the outcome of your Committee's deliberations and the monies which are or are not authorized for the further development and refinement of this nation's school counseling and guidance services. It is out of our deepest concern for and commitment to the youth of this nation that we have expressed interest in this hearing.

Our principal purpose in speaking is related to the funds to be authorized through Fiscal Year (FY) 1978 for ESEA, III (P.L. 91–230): Supplementary Centers: Guidance, Counseling and Testing. P.L. 91–230 merged as a single authorization two categorical assistance programs—the National Defense Education Act, Title V-A and ESEA III. As exemplified by the July 28, 1970 dialogue between Senators Bayh and Magnuson (and reported on page S12240, *Congressional Record*, July 28, 1970), it was the intent of Congress to maintain within ESEA III the identity and integrity of the guidance, counseling and testing programs of NDEA, V-A.

It is important to reiterate that this law as it exists is the only Federal program that still allows some funds to be spent for the support of the counseling and guidance of *all* boys and girls in our elementary and secondary schools; funds which can be spent for developmental and innovative as well as remedial activities. It is our opinion that the provisions of P.L. 91–230 for counseling and guidance services and the changes in this law which we will recommend today are essential to the integrity of the profession if we are to continue to attempt to meet the needs of those we serve—the American youth.

The amounts previously appropriated for the entire ESEA, III program have been far short of their authorized amounts. Further, the appropriations which, since 1971 were really for two programs, the former NDEA, V-A *and* ESEA, III, represented far less than the sums appropriated for the two programs in FY 1968! Yet, six years later, we have been expected to serve pupils with a wider range of needs and a broader range of grades—now including public and nonpublic schools—with these monies at a time when inflation and rising costs make such an effort absolutely impossible without a significant increase in funding. The national rate of inflation since 1967–68 alone has been enough to severely curtail the objective of P.L. 91–230 without widening its base of service. It is because of the substantial past discrepancy between authorizations and appropriations and thus the yet unmet needs of boys and girls for more and better counseling and guidance that our Association appears in support of this bill which would authorize the funds necessary if counseling and guidance services are to be adequately developed and strengthened throughout the states.

Our Association has studied carefully the impact on counseling and guidance services for pupils since NDEA, V–A and ESEA III were combined as a single authorization. We have studied the Law (91–230) in light of our impact studies and have solicited the opinions of state consultants in counseling and guidance regarding the strong and weak features of P.L. 91–230. We have solicited reaction to ESEA III and its implementation of counseling and guidance activities from our general membership and leaders by means of our national publications and bulletins. We have recently convened our Federal Relations Committee for a comprehensive review of P.L. 91–230.

Based on this extensive input, APGA wishes to recommend specific changes in the language of ESEA III as it pertains to counseling and guidance services. I wish to reiterate, however, that we are in complete support of the intent of H.R. 69—we wish to see it enacted into law. The changes which we are recommending are for the express purpose of clarifying and improving specifics which affect counseling and guidance in the existing law; thus providing greater assurance of the delivery of better and more counseling and guidance services at the state and local levels.

MAJOR RECOMMENDATIONS

The major points that the Association feels are most important to the improved operation of the Elementary and Secondary Education Act, Title III, Supplementary Educational Centers and Services; Guidance, Counseling and Testing, are stated below. In each instance, we shall offer specific recommendations which identify ways that the language of Title III can be updated, especially as it affects counseling, guidance and testing. This language is offered in the subsequent section called "Specific Recommendations."

Recommendation No. 1

The Association agrees with the recommendation of the President's National Advisory Council that the current name of Title III should be changed in the interest of better communication to legislators and the general public and as a more descriptive explanation of the role that Title III has in American education. *The Association therefore recommends that the name of Title III of the Elementary and Secondary Education Act be changed to "Educational Innovation and Guidance"*.

As stated previously, all available evidence seems to indicate that in combining the two laws, the intent of Congress was to maintain the autonomy of guidance and counseling as a specific identifiable program—hence the current title, "Supplementary Educational Centers and Services; Guidance, Counseling and Testing." Our Association feels that it is imperative that counseling and guidance continue to be identified in the name of Title III if its program autonomy is to be maintained.

Recommendation No. 2

The Association is adamantly opposed to the elimination of the words in Section 303, part (a) which are as follows: ". . . Federal funds may be used for the same purposes and the funding of the same types of programs previously author-

ized by those Titles." The elimination of these words would be a frustration of the intent of Congress as the original provisions of programs (prior to 91-230) under Title III, and guidance, counseling and testing programs under NDEA, V-A were intended to be preserved.

As a result of what seemed to be an "unnatural union" of those two Titles (Title III, ESEA and Title V-A, NDEA) two options have been provided to the States in USOE rules and regulations on the funding of programs or projects at the local level. Option A permits the approval and funding of programs in accordance with the total criteria and requirements for the innovative approach. Option B provides for approval and funding of comprehensive programs of guidance and counseling as under the former Title V-A. In the light of experience, it seems that this "union" and the consequent optional approaches has provided greater flexibility to the States in terms of the establishment, development and improvement of guidance programs.

Some States as a whole are farther along in guidance program development, and certainly there is a great variation among communities. Ttile V-A, by granting emphasis and autonomy to guidance and counseling, contributed greatly to the establishment and improvement of comprehensive programs of services. There are numerous communities which still need encouragement and incentive, and the establishment of such programs in itself becomes an innovation and exemplary action for them. Other communities are clearly beyond the "establishment" state and should focus on further innovative changes and improvement.

Of particular concern is the threat to the State leadership and supervisory component featured so prominently in the Act and Regulations, and which might well be affected by the deletion of the words, "to assist the States in establishing and maintaining programs of testing and guidance and counseling." Programs for State supervision and leadership are now required to be set forth in the State Plan. To eliminate this support would curtail greatly the leadership and coordination of all guidance activity in the State, not only that provided under Title III, ESEA.

In this latter instance, in FY 1972, the States reported 71 full-time and 36 part-time ESEA III program staff personnel in counseling and guidance supervision and leadership. These 107 professionals provide unique state level leadership activities for the development of quality counseling and guidance programs in local schools. The level of services being provided by the state guidance consultants can be measured in the annual state agency reports for ESEA III—Section VI, D—as filed with the USOE. Without ESEA III funds, it is unlikely that state departments of education could maintain these 107 positions at this time.

Recommendation No. 3

Since the Elementary and Secondary Education Act, Title III represents both the educational benefits derived from innovation as well as those derived from guidance, counseling and testing, the Association recommends that in every State Advisory Council there should be a specific provision that *representatives of the areas of professional competence in elementary and secondary school counseling and guidance services be appointed to each State's Advisory Council.*

Recommendation No. 4

The Association has been deeply appreciative of the work, efforts and the dedication of the National Advisory Council and its individual members. The Association has been particularly appreciative of the efforts expended by Council member Dallas H. Smith, Consultant from the Career and Personal Counseling Service of the Presbyterian Church of the United States. However, the Association views Mr. Smith's appointment as fortuitous rather than one resulting from the language of Section 309, which deals with membership on the President's National Advisory Council on ESEA III. It seems important to us because of the unique way in which innovative programs and guidance, counseling and testing programs were linked in P. L. 91-230 to ESEA III that appropriate representation be given to both aspects of this Title as found on the President's National Advisory Council. *Therefore, the American Personnel and Guidance Association recommends that at least one person be appointed by the President to the Council who has professional competence in the area of guidance and counseling, and that this inclusion be made a part of Section 309(b) as a perfection of this Section under the National Advisory Council.*

Recommendation No. 5

One of the particularly troublesome aspects of administration of the guidance and counseling provisions of ESEA Title III has been the indefiniteness of amounts of money to be allocated in each State for the purposes of guidance, counseling and testing when an over all allocation of money was forthcoming to each State resulting from annual appropriations to Elementary and Secondary Education Act, Title III, Supplementary Educational Centers and Services; Guidance, Counseling and Testing. This troublesome provision is found in that Section of 309 which deals with the amount of money that each State shall receive for the purpose of Title V–A. In many instances, State Title III Directors have viewed the language in Sub-section 4 as a ceiling for funding, not a floor in allocating amounts of money to those State administrators responsible for the guidance, counseling and testing provisions of this Title. *Therefore, the Association recommends the following perfection in sub-section 4: "(4) of Section 303(b) of such Title III an amount at least equal to the amount expended by the State for the purposes of Title V–A of the National Defense Education Act of 1958 (as amended through 1968) from funds appropriated pursuant to such Title V–A for fiscal year ending June 30, 1970."* The intent of this change is that funds reserved for guidance and counseling programs in 1972 should be appropriated *at least* at the same level as those funds appropriated for NDEA. V–A, in fiscal 1970, to insure that guidance and counseling is an integral part of our educational system.

Recommendation No. 6

United States Office of Education shall appoint and actively involve a representative committee of State Directors of Guidance in the formulation and drafting of comprehensive guidelines for the administration of guidance and counseling under Title III. The intent of this recommendation is that in many instances State leaders in guidance feel they are called upon to review or comment on regulations after the fact. These leaders because of their unique position in administration of the Guidance, Counseling and Testing provisions of Title III, wish to be consulted and involved prior to the drafting of guidelines and in the drafting process.

SPECIFIC RECOMMENDATIONS

In Title III there should be a name change from Supplementary Educational Centers and Services; Guidance, Counseling and Testing to "Educational Innovation and Guidance".

Section 301(a), in the first paragraph this should read "the Commissioner shall carry out a program for making supplemental grants for vitally needed educational services not available in sufficient quantity or quality (i) which stimulate and assist in the development and establishment of exemplary elementary and secondary school educational programs to serve as models for regular school programs, and (ii assist the States in establishing and maintaining programs of guidance and counseling.

Section 302(a)(2), the first sentence should read "from sums appropriated for making grants under this Title for any fiscal year, pursuant to Section 301(b), the Commissioner shall allot $400,000 to each State and shall allot the remainder of such sums among the States as follows:" The Association feels that the past allotment to each State is too low and should be raised to a much higher level.

Section 303(a), the American Personnel and Guidance Association disagrees with the National Advisory Council's recommended deletion of the words "Federal funds may be used for the same purposes and the funding of the same type of programs previously authorized by those Titles."

Section 303(b)(3), the Association agrees that the words "supplementary educational services and activities" where found in the text anywhere in the Title should be changed to the words "educational innocations" or "educationally innovative" as applicable. Additionally, wherever found in the text, the Association recommends that the words "guidance, counseling and testing" be changed to "guidance and counseling".

Section 303(b)(4) should be changed from the way it currently reads to the following language: "(4) programs, projects and leadership activities designed to expand and strengthen counseling and guidance services in the elementary and secondary schools."

The funds available should be used for the development and strengthening of guidance services as a whole. Most school districts have well-planned testing programs and inasmuch as testing is an integral part of the guidance and counseling process it could be incorporated as needed within this area.

Section 304(a), first sentence—the American Personnel and Guidance Association believes that the following change should be made: "(a) A grant under this Title pursuant to an approved State plan or by the Commissioner for an educationally innovative program or project . . ." In addition, the Association does *not* believe that grants should be made available to institutions other than an elementary and/or secondary educational agency or agencies.

We are opposed to making grants available to institutions other than local education agencies because there is already a severe limitation of available funds. Broadening the base for the utilization of funds without increasing the funds available is unreasonable. Also, what is needed for the improvement of educational efforts is not more parties with more (probably replicating) approaches but more adequate funding of local educational efforts in the first place.

Section 305(a)(2)(A), the Association recommends the addition of a subsection (iv) worded as follows: "areas of professional competence in elementary and secondary school counseling and guidance services."

Section 305(b)(1)(B)(i), the American Personnel and Guidance Association believes that this section should be completely deleted and that the paragraph that follows (ii) should be re-worded in the following manner: "a coordinated and developmental counseling and guidance program in elementary and secondary schools (i) that identify needs of students for counseling and guidance services, and (ii) that assist students in the decision-making process of educational, personal and career development and planning through understanding their interests, aptitudes and abilities, in light of the opportunities that may be available to them.

Section 309(b), the Association feels that in the first sentence after the words "handicapped children" the following should appear: "and at least one person who has professional competence in the area of guidance and counseling."

Section 309(b)(4), the Association recommends that the wording be changed in this section to read as follows: "of Section 303(b) of such Title III, an amount at least equal to the amount expended by that State for the purposes of Title V–A of the National Defense Education Act of 1958 (as amended through 1968) from funds appropriated pursuant to such Title V–A for the fiscal year ending June 30, 1970."

PRESENT AND FUTURE TRENDS

The public demand for counseling and guidance services continues to increase. Evidence to support this has been introduced here this morning. It is also inferred with little difficulty from the frequent mention of the need in Federal legislation, from the established position of counselor or personnel worker at all levels in our Nation's schools as well as in other community settings such as employment and rehabilitation counseling.

Numerous recent national and state reports on the status of and goals for education have called for strengthened and expanded counseling and guidance services for all pupils grades K–12 including those pupils who drop out of school before graduation. These reports include, for example, Wisconsin's Kellett Commission report, its *K–12 Guide for Career Education* and the recent "Goals for Education" as wel las the career education emphasis of the U.S. Office of Education and the recent statements of the National Advisory Council on Vocational Education. And so, the need for continued, strenghened and expanded Federal fiscal support for counseling and guidance is critical if our Nation's youth are to be provided the more and better guidance programs which they and their parents are asking for.

Few states have been able to enact state level support programs for the initiation and further development of school guidance programs. At present, Florida has a program providing grants to local schools to pay for the salaries of elementary school counselors. Ohio has a formula reimbursement for school counselor salaries. In Minnesota last year, a bill to provide partial reimbursement for school counselors' salaries in that state was not referred out of committee hearings for action in spite of a favorable hearing (it was contended that the bill's fiscal note could not be met by the state). Kansas presently has before its legislature a bill which would provide grants to local school districts for counselors' salaries.

The states have had two years of experience with P.L. 91–230 and its provisions for counseling, guidance and testing. We have made specific recommendations today for the improvement of 91–230 and offered testimony in support of the extension of this law. In the various states, state plans for counseling and guidance expenditures under 91–230 have evolved to the point of sophistication that meaningful, exciting projects and state directed programs are under way. Materials to improve counseling and guidance are being developed and produced; workshops for in-service and upgrading are being conducted; state staffs in counseling and guidance—and thus professional assistance for local schools—are being strengthened—all under 91-230.

While the available funds for counseling and guidance have decreased significantly—from a high of $24.5 million in FY 1968 to a low of $10 million in FY 1971—the expenditures in this area remain one of the best bargains for the Federal dollars. For example, in FY 1971 the $10 million expended for counseling and guidance produced the following:

Direct guidance project and program services to 1,347,000 pupils—representing the largest number of students served by any project activity conducted under ESEA III.

Funding for 389 operational projects nationally as well as for 405 projects carried out in FY 1972 with FY 1971 funds—again the largest single program activity under ESEA III. An additional 423 projects were submitted but not funded due to the limited funds available. $6.9 million was expended for the approved projects.

The employment of 84 professional consultants in guidance at the SEA level.

The employment of 119 consultants to assist in the further improvement of school guidance services. These consultants were employed for *969 man days* at a cost of $60,700 or $51.00 per day per consultant for fees *and* expenses.

28,1[illegible]0 elementary and secondary school counselors participated directly in the program activities.

Another 33,000 elementary and secondary school counselors participated indirectly in the program.

Finally, HR 69 would require the Commissioner of Education to make a study to determine the extent to which late funding handicaps school districts in planning and carrying out programs. We heartily endorse this requirement.

The pattern of reduced and/or late availability of Federal funds in recent years has seriously hampered the effectiveness of the program. Local school districts are reluctant to plan and develop new guidance activities under a mantle of late, minimal or no financial assistance. *This problem must be resolved at the Federal level.*

Forward funding is essential; funding at least one year in advance. Long range planning is impossible without this approach. Materials and supplies cannot be purchased and professional and support staff cannot be hired. Local school districts are no longer willing to act in good faith or to gamble on the eventual availability of Federal funds; they have been stung too often in recent funding patterns particularly in instances where the actual appropriations have failed to match actual or projected authorizations of the various laws.

Members of our Association have appeared before Congressional committees on numerous occasions to communicate the role and function of counseling and guidance services in America's schools and to report on the achievements and needs of these services. We have appreciated these opportunities as well as the very cordial receptions accorded to us by Congressmen and Senators.

We feel that you understand the need for counseling and guidance services, what these services have accomplished and what needs are yet to be met. Therefore, our testimony has been prepared in the context of urging the authorization of the necessary funds. We have stated that there are increasing demands for the services provided by school counselors. And yet, there seems to be a lessening of the fiscal support to make possible the meeting of the needs of the people to be served. It doesn't make sense.

Funding levels cannot just be maintained or even eliminated for critical program activities in this increasingly complex society. Never before has there been such need for new approaches to educational dilemmas and better adjustment of people. Drug problems, automation, depersonalization of society, and joblessness all speak to more emphasis on the purposes of ESEA III—Counseling, Guidance and Testing. Massive funding of this program is needed. In our present national state of rapid occupational and social change, the school counselor serves a key role as an agent of change. Expanded guidance services are needed as never before. To reduce or eliminate funding at this time would truly be false economy resulting in an increasing need for more costly welfare, correctional and remedial programs to overcome mistakes that could have been prevented with adequate guidance services.

We would be pleased to provide any additional information or assistance your committee may wish to have in further considerations of this matter. Thank you for this opportunity to again meet with you.

Mr. Erpenbach. Thank you. I wish simply to limit some of my more detailed testimony which has been submitted and accepted for the record.

Let me start by saying that our association has studied very carefully the impact on counseling and guidance services for pupils since NDEA title V and ESEA title III were combined as single authorization.

We have studied 91-230 in light of our impact studies and solicited opinions of State consultants and guidance counselors. We have solicited reactions to ESEA title III and its implementation of counseling and guidance activities from our general membership by means of our national publication and bulletins.

We have recently convened our Federal Relations Committee for review and preparation of a position paper on this law. We have also studied resident reports of the Office of Education regarding Public Law 91–230.

Based on this extensive input, we are wishing to recommend specific changes in the language of title III as it pertains to guidance and counseling, but we wish to reiterate for the record that we are complete support of the intent of H.R. 69.

We wish to see it enacted into law. The changes we are recommending are for the express purpose of clarifying and improving specifics which affect counseling and guidance in that law, thus we feel providing some greater assurance for the delivery of more counseling, and guidance services at State and local levels.

Our first recommendation is as follows: We agree with the recommendation of the President's National Advisory Council that the current name of title III should be changed. We, therefore, recommend that the name of title III be changed to "Educational Innovation and Guidance."

All available evidence seems to indicate that in combining the two laws in 1971, the intent of Congress was to maintain the autonomy of guidance and counseling as a specific identifiable program, and hence, its present title.

Our association feels that it is imperative that counseling and guidance continue to be identified in the name of title III, if program autonomy is to be maintained.

Our second recommendation is as follows: We are vigorously opposed to the National Advisory Council's recommended elimination of the words in section 303, part (A) as follows: "Federal funds may be used for the same purposes and funding of the same types of programs previously authorized by these titles."

We feel that the elimination of these words would be not only frustration to the intents of Congress in the original provisions of 91-230, but we feel that we need to maintain the option we presently have to either have the continuation of the programs and activities for development and implementation of counseling as well as the innovative approaches provided under title III.

Our third recommendation: Since ESEA III represents both the educational benefits derived from innovation and those derived from counseling, guidance, and testing, we recommend that on every State advisory council there should be a specific provision that representatives of the areas of professional competence in elementary and secondary school counseling and guidance be appointed to each State advisory council.

Recommendation No. 4: It seems important to us, because of the unique way in which innovative programs and counseling, guidance and testing programs were linked in 91–230, that representation be given to both aspects of this title as found in the President's National Advisory Council.

We, therefore, recommend that at least one person be appointed by the President to the Council who has professional competence in the area of guidance and counseling, and that this inclusion be made a part of section 309–B as a perfection of this section under the National Advisory Council.

Recommendation No. 5: One of the particularly troublesome aspects of the administration of guidance and counseling provisions in title III has been the indefiniteness of the amount of money to be allocated to the States for purposes of guidance, counseling, and testing.

This troublesome provision is found in section 309, dealing with the amount of money that each State shall receive for purposes of title V–A.

In many instances, State title III directors and State advisory committees have reviewed the language in subsection 4 as a ceiling for funding, not a floor in allocating amounts of money to the States for guidance, counseling, and testing.

We, therefore, recommend the following perfection in subsection 4: "Of section 303(B), of such title III, an amount at least equal to the amount expended by the State for the purposes of title V–A from funds appropriated pursuant to such V–A for fiscal year 1970."

Our intent is instead of having a minimum of 50 percent, that there should be a minimum of 100 percent of what was spent at least in fiscal 1970 for guidance and counseling.

Recommendation No. 6: We feel that the Office of Education should appoint and actively involve a representative committee of State directors of guidance in formulating and drafting guidelines under title III.

The intent of this recommendation is that in many instances, State leaders in guidance feel they are called upon to review or comment on regulation after the fact.

These leaders, because of their unique position in the administration of guidance and counseling and testing provisions in title III, wish to be consulted and involved prior to the drafting of guidelines and in the drafting process.

In our complete testimony there is a section dealing with specific proposed language changes in the law. I will not go into those, but we have provided them for your review, feeling that is our obligation.

Let me comment just on title 91–230 in terms of what happened in fiscal 1971 with the guidance and counseling provisions.

Chairman **Perkins**. You mean with the consolidation?

Mr. **Erpenbach**. Yes, after the first year. We feel that this is the best expenditure of Federal dollars, by the way, and this is what gives us cause.

The available funds for guidance and counseling have decreased significantly from a high $24.5 million in fiscal 1968 to a low $10 million in fiscal 1971.

The intent of Congress was that there should have been spent $14 million in fiscal 1971.

Chairman **Perkins**. What brought that decrease about?

Mr. **Erpenbach**. The difference in interpretation in various States by title III directors and title III State advisory committees of what was to go to guidance.

Chairman **Perkins**. That is what is being proposed in the so-called special revenue-sharing package, consolidating certain programs. Is that identical with that?

Mr. **Erpenbach**. Yes, sir, definitely.

Chairman **Perkins**. Go ahead.

Mr. **Erpenbach**. In fiscal year 1971, $10 million expended for guidance and counseling under 91–230 produced the following: Direct guidance and counseling programs to 1,347,000 students, the largest number of students served by any project activity.

Funding for 389 operational projects nationally as well as for 405 projects carried out in fiscal year 1972 with fiscal year 1971 funds, again the largest single component of activity under ESEA title III. other words 7 out of every 10 dollars appropriated for guidance and counseling was spent directly at the local school level.

Six point nine million dollars were expended for these projects. In other words seven out of every 10 dollars appropriated for guidance and counseling was spent directly at the local school level.

There were 84 professional consultants in guidance employed at the State education agency level supported by these funds. These consultants provide direct services to local school districts for improvement of guidance programs as well as administering the guidance and counseling provisions.

As an example of one State's activity in generating State-level information and assistance to counselors, I have brought materials from Wisconsin for your review. There were also employed under this program 119 consultants to further assist in further improvement of guidance counseling services at the local level.

These consultants worked 969 man-days or $51 per day per consultant for expenses and fees. There were 28,000 elementary and secondary school counselors participating in the program activities and another 33,000 elementary and secondary school counselors participating indirectly.

In other words, all school counselors nationally participated one way or another in fiscal year 1971 in this program activity.

Finally, H.R. 69 would require the Commissioner of Education to make a study to determine the extent to which late funding handicaps school districts in planning and carrying out programs. We heartedly endorse this requirement.

I think, at this point, I will conclude by saying we would be happy to provide additional information.

[The prepared statement of Dr. H. Eugene Wysong follows:]

STATEMENT ON BEHALF OF THE AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION

By Dr. H. Eugene Wysong, Associate Professor of Education, Department of Guidance and Counselor Education, University of Toledo, Toledo, Ohio and President of the Association for Measurement and Evaluation in Guidance

Mr. Chairman and members of the committee, the purpose of my testimony is to help the Committee consider some of the practical issues involved in using measurement, testing and evaluation in meeting the goals of ESEA, Title I. I hope that I can be of service to you as you contemplate the advantages and disadvantages of your decisions. I believe personally in the value and importance of providing extra assistance to educationally disadvantaged children. However, my purpose is not to discuss the merits of ESEA, Title I, but rather to share with you some ideas on measurement, testing, and evaluation procedures.

The following two questions seem relevant to the decisions which you may need to make:

1. What effective and efficient procedures can be used to determine the extent of educational disadvantages in local educational agencies so that funds can be most appropriately allocated?
2. What effective and efficient procedures can be used to assure quality program evaluation and accountability so that decisions can be made for program improvement?

In discussing the issues involved in trying to answer the two above queestions, I believe that some basic questions about the nature of measurement, testing, evaluation and accountability should be answered.

What is measurement? Measurement is the use of numerals to describe some behavior, characteristic, or event. The purpose of measurement is to assist people to gain a greater understanding so that the quality of necessary decisions can be improved. Testing is one form of measurement.

What is a standardized test? A standardized test is a set of exercises which are given to an individual and is administered by following well defined standard procedures. That is, the directions are the same (standardized) for all persons taking the test, the time limits are the same, and conditions under which the test is taken are as uniform as possible.

What is measured by an educational standardized test? A variety of educational objectives can be measured. The content of the test depends upon the intended use of the test results. A reading achievement test might include items to measure knowledge of vocabulary, understanding of facts presented in sentence form, understanding of ideas presented in paragraph form, interpretation of the author's intent, evaluation of the author's conclusions, etc. A math achievement test might include items to measure computation skills in adding, subtraction, multiplication, and division of whole numbers, decimals, fractions, percents, etc., or may measure concepts of quantity, shape, size, areas, volumes, etc., or may measure skills in problem solving. Language usage tests may measure knowledge of sentence structure, punctuation, capitalization, spelling, effectivenes sof expression, composition, etc. Other subject areas to be measured might include physical science, biological science, social science, study skills, etc.

What is a norm-referenced standardized test? A norm-referenced test is one in which the performance on the test is described by using scores which show how the performance compares to the performances of other people in a similar grade level or age group. A norm group refers to the reference group with which an individual's score is compared. A score of 75th percentile means that the individual's score is equal to or greater than 75 percent of the scores of the other people in the norm group who took the same test. A score of 8.4 grade equivalent means that the individual's score is similar to the average score made by 8th graders in the 4th month of school. A score of 9th stanine means that the individual's score is similar to others whose score is in the top category when the norm group is divided into 9 standard categories.

What is a criterion-referenced standardized test? A criterion-referenced test is one in which the performance on the test is described by using scores which show how the performance is compared to some desired level of performance. A score of 60 percent means that the individual has performed correctly 60 percent of the items in the test. If the predetermined desired level of performance is judged to be 80 percent correct response, the individual might be judged to be below the specified level of competency. Scores can also be used to describe a group's performance on a single item. As an example, 70 percent of 8th graders may perform correctly a test item on the addition of mixed numbers. If the predetermined desired level of performance is 85 percent for that grade, the group might be judged to be below level of competency. The concept of criterion-referenced tests is not new. A teacher-made test designed to determine if students in a class have mastered some particular skill is a kind of criterion-referenced test. The National Assessment of Educational Progress uses the concept of criterion-referenced tests.

What are the differences and similarities between a norm-referenced standardized test and a criterion-referenced standardized test? The educational objectives measured by the two kinds of tests can be the same. A norm-referenced test usually has items with degrees of difficulty which are designed to identify relative differences of competency among individuals or groups. A criterion-referenced test has items which usually represent minimal levels of competency and are designed to identify whether or not an individual or group meets some predetermined desired level of performance.

How reliable are tests? The reliability of a test is an indictation of the extent to which individuals' performances are consistent if they took the same test or equated tests a number of times. No test is perfectly reliable. A person who scores at the 50th percentile on a test may be expected to score, two-thirds of the time, at a level between the 40th percentile and the 60th percentile. In another score language, a student who scores at the 8.0 grade equivalent level may be expected to score, two-thirds of the time, at a level between 7.6 and 8.4 grade equivalents. Scores for individual students are less stable than average scores for groups of students.

How valid are tests? Validity is the degree to which a test measures what is intended to be measured or the degree to which the test meets the purposes for which the test results are used. There are two basic kinds of validity for educational tests, content validity and predictive validity. The content validity of an educational achievement test is determined by answering two questions. First, does each item in the test measure an important objective in the domain to be measured? Secondly, do the items in the test provide an adequate coverage of all the possible objectives in the domain to be measured? The predictive validity of a test is determined by the degree to which the test performance is correlated to some future behavior of an individual. Tests do not have perfect validity. However, tests usually have a degree of validity which is often better than many other kinds of information. The degree of validity depends upon the kind of content measured and the purposes for which the test results are to be used.

Can a test provide a direct measure of an individual's innate ability for learning? No! A scholastic aptitude test or achievement test can measure only what individuals have learned or developed from their past experiences. Performances on a test are indicative of what students have learned in the past from their total environment, in school and out of school, and are not indicative of what they could have learned if they had experiences in a better educationally-oriented learning environment.

Can test scores be increased by "teaching for the test"? Yes! It is important to remember that the items in a test are only a sample of the hundreds or thousands of items which could be included. It is possible for students to learn to answer correctly a specific item on sentence structure but not understand the objective which is intended to be measured. Also, because of necessity to limit time devoted to the testing process, a test usually only samples the many educational objectives which can be taught in a subject area.

What influences test performances? Generally, the following four kinds of factors are likely to influence test results:

1. The learning which students have obtained from their school environment.
2. The learning which students have obtained from their home and community environments.
3. The conditions under which the tests are administered and the special orientation students receive.
4. The motivation and adaptability of the students who participate in the testing situation.

Should test results be used as the only basis for making educational decisions? No! Test results can be influenced by factors other than a person's skills, understandings and competencies. Also, by their nature, tests can provide only a sample of a person's behavior and do not measure many other important characteristics of individuals. Other information about students or about programs should be used as input to the decision making process.

Are tests available which can measure all desirable educational objectives? No! Tests are generally available as means for measuring the cognitive skills and abilities of students. Greater difficulty is encountered in measuring the domains of cooperation, integrtiy, character, appreciation, loyalty, persistence, human regard, sense of worth and dignity, responsibility, relationship with others, etc.

Are tests helpful for use by teachers, counselors, and administrators? Yes! When persons who use tests are trained to know what test scores mean and know what testing can and cannot do, the test results are helpful in aiding students. The error of completely disregarding the value of testing can be made just as well as having an over expectation of what testing can do.

Test results can be used for the following:

1. Teachers can make judgments on the general performance levels of individual students by comparing test results with other information about students.
2. Teachers can identify students in need of additional instructional attention.
3. Teachers can describe to parents the general performance levels of their children.
4. Counselors can help students to examine and interpret the meaning of their test performances as a part of a total process of self appraisal.
5. Counselors can conduct individual and group interpretation sessions as a procedure for promoting career development.
6. Counselors can use test information as a partial means of identifying students with educational needs requiring extra assistance.
7. Counselors can conduct individual and group interpretation sessions with parents.
8. Administrators can use test information as a partial basis for making administrative decisions for meeting the needs of individual students or groups of students.
9. Teachers can identify early in the school year the knowledge and skills which the groups of students do or do not have so that group instruction can be planned.
10. Curriculum supervisors and administrators can identify group accomplishments at a grade level so that the curriculum can be studied.

Issues related to the use of tests for determining allocation of funds for educationally disadvantaged students

Test performances on all the students at one or more grade levels will tend to identify the percent of students who have limited educational skills. The test results will be influenced by the students' learning experiences both in their school environment and in their home and community environments. Students who come from a limited, educationally-oriented home and community environments will tend to perform lower than those from an educationally enriched environment. Also students who are in an ineffective school instructional program will also tend to perform lower. It would be difficult to limit the performances which are influenced specifically by a disadvantaged home and community environment. Measurements could be obtained from entering kindergarten or first grade students, however, the group testing of young children is not very reliable or efficient. Testing procedures and large scale data processing of scores of young children would be extremely difficult.

In allocating funds to help educationally disadvantaged children, a decision is based on group information and not on individual student information. In other words, a funding agency does not need to know the names of the individual children who require extra assistance. Decisions are based on information describing the degree of disadvantageness of the group of children. The local educational agency needs to know which particular students require help, but those names can be identified through a process separate from the funding procedures.

Decisions for allocating ESEA, Title I, funds occur at two levels. First, a decision must be made concerning the amount of funding to be received at the state level. Secondly, a decision must be made concerning the amount of funding to be received at the local educational level. Measurement problems related to the first decision are fewer than those related to the second decision. Because of the large population of a state, it would be possible to obtain information on a matrix sampling basis similar to the procedures used by the National Assessment of Educational Progress. Such a procedure would not require all students to be tested nor would it require every student to take all the test items to be used. The data could be analyzed on the basis of group data. This procedure would not, however, eliminate the influences of a poor school instructional program. The alternative to using test performances at the state level for determining educational needs is the use of such descriptive information as the educational levels of parents, employment levels of parents, mobility of students, assessed tax valuation per pupil, etc. These alternative data also present problems because of outdated census figures and limited availability of some kinds of information.

The use of tests for identifying the percent of educationally disadvantaged students in a local educational agency is possible, however, the efficiency of such a procedure may be less than using the same procedure for allocating funds to the states. Because fewer students are involved at each local educational agency level than at each state level, a larger percent of students would need to be tested in order to provide an adequate sample.

The basic questions to be answered seem to be these: Will methods other than a nationally prescribed testing program produce the same practical results but with less cost in time and money? Can variables such as educational levels of parents, employment levels of parents, number of one-parent families, income level of families, mobility of students, assessed tax valuation per students, etc., be used in a regression equation formula providing an index of educational disadvantageness which will produce the same results as testing all students? These are empirical questions which can be answered by a research study of data. I do not have the data to give a research answer to these questions. The data could be collected. My best educated guess is that the information describing the nature of the community will provide an index which is very similar to the summated test results and can be collected with greater objectivity, and with less effort and cost of time and money.

A second related question is: How can local educational agencies identify specific individual students in their schools to whom the ESEA, Title I, services should be delivered? The identification of individual children in need of extra assistance is a legitimate use of locally prescribed testing programs. Test information along with other information about the functioning of students in the classroom situation can be used as a basis for making decisions about the needs of students. Such a process does not require a uniform testing program for all local educational agencies across the nation.

Issues related to evaluation and accountability of ESEA, Title I, programs

How can local educational agencies evaluate their ESEA, Title I, programs and be held accountable for meeting the educational needs of students? Before discussing some of the issues related to evaluation and accountability in Title I, I will attempt to present some basic concepts which need to be considered.

What is evaluation? Evaluation is a process of determining the extent to which desired program objectives are being accomplished and making decisions for improvement. Evaluation includes the following general tasks:

1. Establishing desired objectives.
2. Collecting and organizing information to assess the accomplishment of objectives.
3. Judging the adequacy of accomplishments.
4. Making decisions for improving programs.

The process of evaluation requires the measurement of program objectives, a research design which controls varibales influencing performance, and an analysis and organization of data which provide meaningful information on which to base judgments and decisions.

What is accountability? Accountability is the condition in which meaningful evaluative information about program accomplishments and needs are accessible to those people who are responsible for or are affected by the programs and avenues are available for influencing decisions on improving the programs. The condition of accountability occurs when the various responsible and affected publics are involved in pertinent steps of the evaluation process. The various publics might include students, teachers, parents, counselors, administrators, local education agency, boards of education, state government, and national government.

Do all children need to be measured in the evaluation of Title I programs? No! A sampling technique can be followed by randomly selecting students in the program and providing appropriate design controls which allow inferences to be made about the performance of the total group. Similarly, Title I evaluation results from a sample of local educational agencies can provide data for making inferences about the results of Title I programs nationally.

What measurement problems exist in evaluating educational programs? The attached publication, "Accountability in Education and Associated Measurement

Problems," Test Service Notebook 33, authored by Wrightstone, Hogan, and Abbott and published by Harcourt Brace Jovanovich, Inc. presents some measurement problems in program evaluation. Generally, the measurement problems identified in the publication are errors of estimate in gain scores, interpolated norms of tests, interlevel and interform equivalence, and regression toward the mean. Additional evaluation concerns are related to the availability of valid instruments which measure the specific objectives of the programs, evaluation designs which control all influences on performance, cost and procedures for collecting information, and availability of trained personnel.

Evaluation and accountability in ESEA, Title I, programs are desirable and possible at the local educational agency level. Accountability can be accomplished by involving people who are responsible and concerned about helping educationally disadvantaged students. The most important level of decision making occurs at the local educational agency level. In order to meet the condition of accountability, evaluative information must be shared at the local educational agency level with parents and the community and provisions must be made to include their influence on the decision-making process.

Making provisions for sharing program evaluation information with parents and community leaders is one way to achieve accountability and to assure the greatest impact for improvement at the local educational level. Currently, schools are required to evaluate their ESEA, Title I, programs. I am unaware of any requirement that the information be shared with the people who are the beneficiaries of the programs.

Thank you for allowing me to share some ideas with you. I hope that my input will be of some assistance to you as you make important decisions which help children.

TEST SERVICE NOTEBOOK 33—ACCOUNTABILITY IN EDUCATION AND ASSOCIATED MEASUREMENT PROBLEMS

(By J. Wayne Wrightstone, Thomas P. Hogan, Muriel M. Abbott)

ACCOUNTABILITY IN EDUCATION

What is Accountability

A recent development in the field of education has been the emergence of the concept of "accountability". This concept denotes that whoever is given a task to perform should be held responsible or "accountable" for the results of his performance. This, then, implies that those assigned the task of educating children should be held responsible for their performance with respect to the education of those children. There is nothing especially new in this concept of responsibility in education. Educators have always been concerned with pupil performance in academic as well as in personal and social areas and have accepted responsibility for change in that performance. What is novel is the increased attention to the possibility of determining the cost-effectiveness of any such change; that is, the relating of change in pupil achievement to the costs of producing that change. Another related new element is the use of the "systems approach" in which all phases of an educational program are planned and carried out as a whole rather than in segments. It is the purpose of this article to describe some of these new elements and to explore some of the measurement problems which have become associated with them.

Much of the impetus to the emergence of the accountability concept in education has come from questions raised regarding the cost-effectiveness of various educational programs. The ever increasing requests for additional funds have raised questions concerning whether these expenditures really resulted in better education. Until recently, much of the appraisal of educational programs had been in terms of input; for example, in terms of improved instructional materials, increased expenditures, decreased class size, or the institution of programs aimed at reducing the number of dropouts. The new approach holds that those assigned the task of educating children should be held accountable for results in terms of the output of the educational program; for example, in terms of change in student learning or reduction in the number of dropouts. Appraisal in terms of input or expenditures provides little evidence of pupil performance resulting from an educational program. Appraisal in terms of output permits the assessment of educational programs in terms of changes in student behavior. If cost-effectiveness is to be determined, then change in student behavior must be interpreted in terms of expenditures; that is, how much change in pupil learning or achievement results from specified expenditures for a program, such as professional staff, materials, capital outlay, etc.

In order to apply the concept of accountability in the field of education, it is suggested that certain components must be present. There must be measurable objectives in terms of output or pupil behavior, what the pupil should learn or become able to do. A second component consists of a program, usually a learning program, desgined to lead to the achievement of these measurable behavioral objectives. A third is the evaluation of the achievement of these objectives; a determination of how successfully the objectives are realized, together with an assessment of the cost of the program. The fourth component is a systematic method of feedback to the ultimate decision makers, or those to whom the school personnel are accountable, so that the appropriate revisions in the program may be made to improve future pupil performance. The innovative element is the combining of all these tasks into a unified whole or into what may be called a "systems approach" to education. Because this is an integrated approach, the contention is that it promotes more efficient planning and carrying out of an educational program and also is conducive to determination of the cost-effectiveness of a program.

To date, in addition to the above necessary components, any implementation of the concept of accountability usually includes certain conditions, such as specified hours of pupil exposure to the instructional program, or a specified time limit in which objectives are to be met, as well as a defined target group of pupils. This means that the determination of "accountability," as it is presently advocated, usually requires that there be evidence of achievement of stated objectives for a particular group of students, using clearly identified procedures over a specified period of time, together with a determination of the cost of the program.

Emergence of Accountability in Public Education

Perhaps the earliest evidence of widespread attempts to apply the concept of accountability in education occurred in the 1920's with the introduction and use of nationally standardized achievement tests in various subject areas. These tests provided school systems with a new and easily interpreted kind of evidence of pupil performance. By means of the average grade scores achieved by pupils in a community, a school system was able to report to that community the educational progress of its students. In the main, the early reporting of these results was in the form of city-wide or community-wide averages. Implicity or explicitly, such reporting of average test scores may be viewed as initial acts by school administrators and school boards in accounting for their performance in educating the pupils in their schools.

Although for many years local community groups, in cooperation with local school administrators, had requested and received achievement data for individual schools, these school-by-school results did not become a major issue until the late 1960's. At that time in many large cities, citizens, dissatisfied with city-wide averages which they considered inadequate evidence of the education of their children, demanded publication of school-by-school average grade scores on the standardized tests. The reporting of these school-by-school averages revealed that within any city, wide differences existed in the average performance of the students in the various schools. This was particularly evident in the case of the "inner city" schools where the average scores on standardized tests tend to be below the national average or "below the norm."

Although these efforts led to the reporting of more complete achievement information, there was, at that time, little relating of achievement to expenditures. Increasing expenditures for education, however, soon resulted in demands for some tangible evidence of what these expenditures were accomplishing. The lack of success that attended many efforts to improve the level of achievement of disadvantaged pupils, together with dissatisfaction on the part of many citizens regarding the results of public education, contributed to a growing feeling that educators should be held responsible for pupil performance; performance satisfactory in relation to the resources invested in its attainment.

An additional factor promoting the attaining of educational results or pupil achievement commensurate with expenditures came from government sources, in particular the Elementary and Secondary Education Act (ESEA) of 1965. In order to determine whether the expenditure of funds granted under this act resulted in meeting the objectives of a particular program, it was necessary to provide for a systematic evaluation of any program supported by these federal grants. ESEA Title I, for the improvement of academic achievement of children from low socioeconomic level homes, Title VII for bilingual education projects, and Title VIII for programs designed to decrease the number of school dropouts, all contain provisions requiring systematic evaluation of their programs in terms of educational outcomes, together with evidence as to the cost-effectiveness of the program.

In 1968 the United States Office of Education initiated educational audits. These audits are designed to examine and verify the measurement of educational outcomes under Titles VII and VIII. The auditor monitors the measurement of educational outcomes and is independent of any involvement in the operation of the educational program. The auditor examines the evaluation design, assesses the appropriateness of the measurement procedures used, and verifies the results. The purpose of the audit is not to provide additional evidence of the outcomes of an educational program, but rather, to ensure that the reported outcomes were, in fact, achieved, and that these outcomes were properly related to the various input measures.

There has, then, been a steady and ever increasing demand for better evidence concerning the outcomes of educational programs. In the 1920s the demand was for system-wide results. This later became a demand for school-by-school results and finally a demand for the results of a particular program which might involve only pupils in a particular school, or specified pupils in several schools. In all cases, the goal was to discover the extent to which an educational program was meeting its objectives. As was stated previously, the present innovative element goes a step further. No longer is it deemed sufficient to determine only the extent of improvement in pupil performance. Now evidence is sought to determine whether that improvement is satisfactory in relation to the expenditures entailed in achieving it.

Who is Accountable and For What

If the concept of accountability is to be implemented, certain questions must be answered. Before the "who" can be identified, a determination must be made regarding "for what" the schools are to be held accountable. Since most persons agree that the schools are accountable for both the academic and the personal-social development of the pupils, this means that educational outcomes must be clearly stated in terms of observable and measurable changes in student behavior in these areas. Once the educational goals are established, a determination can be made as to "who" is accountable for attaining them.

Theoretically, only persons can be held accountable, not school systems as a whole. Therefore, it is reasoned that individuals (school personnel) are accountable for the desired changes in pupil behavior. Each person in the school system is responsible for those educational outcomes which he influences. This means that responsibility must be assigned to specific individuals throughout the school system from paraprofessional, teacher, supervisor, and administrator to the Board of Education.

But, if the principle of accountability is to be applied to persons within a school system, certain major difficulties must be recognized. The greatest problem is that of relating pupil achievement and development to the various influences on that achievement and development. These influences include factors both within and outside of the school. The entire school staff—teachers, principals, specialists, paraprofessionals—together with the Board of Education have impacts upon pupil learning that are virtually impossible to disentangle. The Board of Education is responsible for providing the means and the technical assistance which the staff uses to attain certain clearly defined and agreed-upon pupil-performance objectives. The various members of the staff then interact in the attaining of these desired changes in pupil behavior.

Equally difficult is the task of separating school achievement from the influence of home and neighborhood. With respect to factors outside the school which affect pupil performance, research has found that pupils from low socioeconomic neighborhoods, on the average, achieve at a lower level than do pupils from higher socioeconomic neighborhoods. Another finding has been that the level of education completed by parents has a close relationship to a pupil's academic achievement. This seems to mean that the socioeconomic level of a pupil's neighborhood together with his home environment affect his achievement in school. The influence of home, neighborhood, and other factors on pupil personal-social development must, then also be recognized. The identification and measurement of these within- and without-school interactive effects, is an overwhelmingly complicated undertaking. It may then be that assignment of responsibility to the specific individuals who contribute to pupil achievement will never be feasible and that responsibility may have to be allocated to a more comprehensive unit.

The Performance Contract

There are various ways in which the concept of accountability can be implemented. The method that has traditionally been used is one in which the school system itself institutes a program, undertakes its evaluation, and accepts the responsibility for the results of that program. Whether a systems or segmented approach is used, the tasks involved are the same: defining objectives, instituting programs designed to lead to the attainment of these objectives, measuring success in meeting the objectives, and evaluating and interpreting the results to the community.

All of these components of accountability have been performed by educators for years. A new method of implementing accountability, however, has recently emerged, namely, performance contracting. Instead of undertaking the entire educational program itself, a school system contracts with an agency (usually, but not necessarily, a private commercial company) to undertake one or more of the tasks ordinarily performed by the school system. The agency or contractor then accepts responsibility for changes in pupil behavior as specified in the terms of the contract and can be held accountable for resulting change in the defined areas of pupil behavior.

Essentially, a performance contract is a contractual agreement between two parties for specified performance by each. There are two basic types of performance contracts: general and guaranteed. In the general contract, an agreement is reached specifying what each party shall provide but no guarantees are offered regarding the results or outcomes of the agreed-upon performances. In the guaranteed performance contract, however, specific results from the agreed-upon performance are guaranteed. These guarantees generally provide for a straight or sliding-scale bonus when these results are met and sometimes provide, in addition, for a penalty when they are not met.

To the present time, performance contracts of either type typically have been instituted on a pilot basis and have provided for use of new instructional materials and techniques with students in disadvantaged areas; most often it has been those who have disabilities in certain subjects, especially reading and mathematics. Usually the agreement is such that the contractor provides an instructional or learning "package." This package may contain an all-inclusive systems approach in which all phases of an educational program are planned and carried out as a whole, or may be limited to one or more specific tasks ordinarily performed by the school system itself. The contract can provide for an instructional program which may include traditional and/or innovative classroom material, various types of technological equipment, and incentives to pupils and/or teachers. It also may include certain conditions, such as specified hours of pupil exposure to the program, or specified time limits in which objectives are to be met, as well as a carefully defined group of pupils who are to participate in the program. Provisions for teacher training and certain special facilities may be included. The contract will invariably provide for the measurement of the results of the learning package, and will usually provide, at the conclusion of a designated time interval, for the turning over of the program to the school system for subsequent implementation and management. This final step is referred to as the "turnkey" phase of a contract.

Under the conditions described above, a reasonable example of a guaranteed performance contract would be one in which a contractor guarantees that, after 180 hours of exposure to the instructional package, the reading achievement for an identified group of pupils will be raised by a specified amount such as one grade level. For every pupil who achieves the specified amount of gain (e.g., one grade level) the guarantor is to be paid a straight bonus on a sliding scale, depending on the amount of achievement gain attained above the guaranteed one grade level. He is also to pay a penalty for each pupil who fails to achieve the guaranteed gain. It should be noted that such payments could be made on the basis of average performance for the group as a whole or on the performance of each individual pupil. In contrast, a general performance contract would stipulate equally clearly the conditions of the learning package, target group, hours of exposure, etc., but would include no agreement as to the increase in achievement to be attained by the participating pupils.

It is well to point out once more that there is nothing particularly innovative in the concept of an instructional or learning package. School systems in establishing curricula essentially have set up such programs. What is new is the turning over of responsibility for a learning program to another agency, usually to private industry, in which the outside agency designs, institutes, implements and evaluates the package with varying degrees of independence from the school system. New also is the role of the independent auditor; "independent" meaning free of influence from both the school and the contractor.

Once the contract is awarded, the contractor may begin to initiate his program in the school system. He provides the instructional program in accordance with the terms of the contract and institutes procedures for measurement of the outcomes of the program. The independent auditor becomes involved at this point as he must monitor and verify the measurement procedures of the contractor, as well as the results of that measurement. Usually, the auditor will conduct a separate meausrement as a check on the findings of the instructional contractor to make sure that the contractor has performed in accordance with his agreement. Based upon his findings, the auditor certifies the basis of payments to be made to the contractor.

At the conclusion of the contract, the contractor and the school system together undertake the "turnkey" phase, in which the contractor turns the program over to the school system for its independent operation. In order that the transition be made as smoothly as possible, the contractor may be asked to provide the school system with equipment, materials, training sessions and/or consulting services. The contractor is, of course, reimbursed for these transition activities and expenditures.

Role of Measurement and Evaluation in Accountability

Whatever method is used to implement accountability, evaluation is a necessary component and accurate measurement is prerequisite to evaluation. Without accurate measurement there can be no valid evidence of the extent to which a program has achieved its objectives or the relationship of that achievement to the resources invested in it. Unless results in terms of performance are known, there can be no evaluation of the merit of the program. Without evaluation, no one can be held accountable for his performance nor will there be any basis on which to make possible program revisions.

The evaluation of an educational program necessarily involves measurement of pupil achievement. This may entail the use of standardized or non-standardized tests, scales, inventories, and/or questionnaires. Although there has been some use of criterion-referenced tests as short-term interim measures of pupil progress in an educational program, most evaluation of educational programs has involved the use of nationality standardized achievement tests. In some cases these tests have been used to assess only the present status of individual pupils or groups of pupils. Increasingly, however, these instruments have been used, especially in accountability situations, to measure "growth", or the extent to which a pupil's performance has been changed by exposure to a particular instructional program. This is particularly true in the case of performance contracts. Growth or change in level of achievement, as measured by the test, is then used as evidence of the relative success or failure of the instructional program. The use of standardized achievement tests as a measure of growth has been largely the result of the availability of grade scores for these instruments. In fact, almost all performance contracts to date have included provisions requiring that change in pupil achievement be measured in terms of such a scale.

Too little attention, however, has been paid to investigating the appropriateness of a particular standardized test as measure of pupil status, let alone pupil growth, in the particular educational program in which it is used. Standardized achievement tests are designed to measure objectives that are broader in scope than those sought in most performance contracts. This mean that such tests may not measure with sufficient precision the objectives of a specific educational program. Part of the change, or lack of it, in pupil achievement as measured by any test, may be unrelated to the learning program. The learning program is designed to achieve certain objectives. However, it is only to the extent that these objectives coincide with those of the measuring instrument that the instrument is a valid means of measuring how well the learning program has succeeded. If the test fails to measure certain objectives included in the learning program, and/or measures other objectives not part of that program, to that extent the test is not a valid measure of success in the program.

Norm-Referenced and Criterion-Referenced Tests in Accountability

There has been much discussion recently as to the relative merits of *criterion-referenced* and nationally standardized *norm-referenced* tests for the measurement of the outcomes of an educational program. Both norm-referenced and criterion-referenced tests for a given area must draw from the same universe of items to assess performance in that area. Criterion-referenced tests, however, are likely to deal with a smaller content area than are norm-referenced tests, and to have more items measuring that limited area. Norm-referenced tests sample from a broader, more comprehensive area of content, and contain fewer items measuring each of the various components included. This difference in content, or content mix, between criterion- and norm-referenced tests reflects the differing purpose of the two types of test. Each is designed to be conducive to the drawing of particular inferences regarding pupil behavior through different kinds of interpretation of test results. It is in this interpretation of test results that the basic difference between criterian- and norm-referenced tests is to be found.

In the case of a norm-referenced test, the score of an individual or group is interpreted in relation to scores attained by the members of the group on which the test was normed; for example, a particular pupil performed better than did 50% of that group and/or achieved a grade equivalent score of 5.0. In the case of a criterion-referenced test, the score of an individual or group is interpreted in relation to performance with respect to the test criterion. A test criterion is an arbitrarily determined level of proficiency on that test. Interpretation of a pupil's score on a particular criterion-referenced test might, then, be in terms of the proportion of items correct or in terms of expected behavior in the particular area being measured. Because of the typical content of a criterion-referenced test, namely, many items measuring a limited area, the criterion-referenced test offers the possibility of being more conducive to the diagnosis of pupil strengths and weaknesses in that limited area than does the norm-referenced test. Each method of interpretation, therefore, answers a different question with respect to pupil performance. Norms neeed not always be national norms. If local norms are derived from scores obtained on a criterion-referenced test, then the two types of interpretation can be applied to the same sets of scores and the answers obtained to both kinds of questions regarding pupil performance. However, when nationally standardized norm-referenced tests, as they are presently constructed, are used, it may be preferable to supplement these tests with criterion-referenced measures if both types of score interpretation are sought. Both kinds of information, how well a pupil performs relative to others and how well he performs relative to a behavioral criterion, are desirable in order to assess more completely pupil performance in an educational program.

The proponents of criterion-referenced tests hold that such tests are more valid measures of the outcomes of a particular program than are nationally standardized norm-referenced tests. When a criterion-referenced test is specifically designed to assess particular outcomes, then this claim may be justified, especially in view of the more general content of the usual nationally standardized norm-referenced test. Implicit in this argument, however, is the assumption that the quality of the criterion-referenced test (item construction, reliability, etc.) is equal to that of the better nationally standardized norm-referenced tests. In the case where a particular criterion-referenced test is a more valid measure of the outcomes of a particular educational program than is any available norm-referenced test, the very real problem of measuring academic growth or gain in achievement by means of a series of criterion-referenced tests must still be resolved.

Standardized or norm-referenced tests have been and are currently the most widely used means of measuring growth or gain in achievement. Although most of the better series of standardized tests measure achievement in the various subject areas quite satisfactorily, these tests differ among themselves as to the content covered and as to the emphasis placed on various aspects of that content. For this reason one test may be a more valid measure than are others of what is taught in a certain program, but only careful examination of the content of both test and program can reveal this. The importance of program and test content examination cannot be overemphasized. Even when the issue of matching program and test content is resolved, there remains the special challenge of the measurement of growth or gain. In the next section, some of these problems and their possible solutions will be discussed.

MEASUREMENT PROBLEMS ASSOCIATED WITH ACCOUNTABILITY IN EDUCATION

The use of tests to measure gain should be contrasted with use of tests to measure present status. Identification of the latter involves answering such questions as: "At what level is this pupil or group of pupils performing now?" "How much does this pupil or group of pupils know now?" Knowing that a pupil ranks at the 72nd percentile in reading achievement for Grade 4 pupils or knowing that a pupil obtained a grade equivalent of 6.4 in arithmetic computation is knowing something about that pupil's present status. Traditionally, the most typical use of standardized achievement tests has been for this purpose. Indeed, most of our theories about constructing and interpreting tests, as well as most of the statistical data reported about the tests, assume that the tests will be used to identify present status.

Standardized achievement tests, however, have also been used to measure academic growth. When they are so used, they are attended by all of the problems associated with the use of these tests to measure present status. Selecting a test with high content validity, assuring that the teachers follow directions, and having tests scored efficiently are all problems common to testing for any purpose. When tests are used to measure gain, however, several special problems arise that are not encountered in the measurement of present status. These problems are rarely discussed, indeed some only by those people who are intimately concerned with the statistical concepts of test development. Nonetheless, these problems are very real, very practical, and have important consequences for the educational researcher who attempts to measure academic gain.

The purpose of this section is to identify special problems pertaining to measurement of gain and to suggest possible solutions. There has been no attempt to include all such problems; only those which seem most important and relevant to the implementation of accountability are raised. That problems related to measurement devices other than standardized tests are not included should not be construed as a minimization of the importance of other types of measuring instruments, but merely reflects the fact that these other measures are not typically used to measure academic growth.

Some consideration must be given here to the term "growth" itself. In this discussion, growth refers to academic progress or gain and was selected because it is the term used most frequently by educators. The word, growth, however, may give rise to certain possible misconceptions. Growth in a particular area implies that one is dealing with a single dimension. To determine growth two measurements must be obtaned. To say that something has grown implies that these two measurements measure precisely the same thing. For example, a child's growth in height refers quite unambiguously to the difference between two measurements in terms of inches or some other standard linear units. Growth of a city's population clearly refers to two counts of the number of people living in the city. On the other hand the concept of academic growth, as measured by standardized tests, is an ambiguous one. Reading ability measured at the second grade level is not necessarily the same thing as reading ability measured at the sixth grade level. The skills measured by a computation test for the intermediate grades may not be just "more of the same kind of thing" that is measured by a computation test for the primary grades. At best, what is measured at successive levels by a test with the same subject-area title is only an approximation to a unidimensional scale. This should not, however, be a deterrent to an attack upon the problem of measuring academic growth. One way to circumvent the ambiguity in the concept, academic growth, is to define it operationally as the numerical difference between two test scores. Any difference may be reported in terms of raw scores, grade equivalents, or any other type of score units.

Some of the special problems involved in the measurement of academic growth or gain are discussed below. In each instance, the basic problem is identified, some examples are given, and possible solutions to the problem are suggested.

Problem 1. Definition of Normal Growth

In the typical educational growth study, two questions must be answered. The first is concerned with how much gain was shown; the second, with whether this amount of gain is more or less than expected. The first question deals only with the amount of gain obtained, whereas the second question concerns the size of the obtained gain in relation to some outside frame of reference or standard. Almost universally, when standardized achievement tests are used at the elementary level, expected or normal gain is defined in terms of grade equivalent (GE) units. At any particular grade level, normal gain, when all pupils in the norm group are considered together, is defined as one month of increase in grade equivalent scores for each month of instruction. The national norms are constructed so that there will be this 1.0 GE increment between consecutive grade levels for the norm group considered as a whole. For example, when pupils are measured at the beginning of Grade 3 and again at the beginning of Grade 4, the expected gain for the pupil whose achievement is at or near the average for the norm group is one year (1.0) of gain in GE units. Or, after six months of instruction, normal gain for the pupil whose achievement is at or near the average for the norm group is expected to be six months (0.6) of gain in GE units. This expected gain is true only for pupils whose achievement is at or near the level that is average for the norm group. It is not the expected gain for pupils who perform at other levels of achievement, particularly the extreme levels. This expectation of normal gain, 1.0 GE units for one school year of instruction, applies not only to the gain score of an individual whose achievement is at or near the average for the norm group but also to the average GE gain score for a group whose performance is at or near the average for the norm group. Because this definition of normal growth is not applicable to the entire range of GE scores, the question arises as to the legitimacy of defining normal growth in terms of GE units. It is, therefore, well to examine two alternative definitions.

Normal growth has also been defined in terms of the percentile rank scale that constitutes one type of the national norm for a test. If, over a period of time, a pupil maintains his position relative to the group of pupils on whom the norms are based, he may be considered to be showing normal growth. This expectation of normal growth is true at all levels of achievement. A pupil who is at the 10th percentile in reading, both at the beginning of Grade 3 and at the beginning of Grade 4, can be considered to have shown normal growth. Similarly, a pupil who is at the 90th percentile at 3.1 and again at 4.1 grade placement, can be considered to have shown normal growth. But a pupil who scores at the 90th percentile at the beginning of Grade 3 and then at the 75th percentile at the beginning of Grade 4 is considered to have shown less than normal growth. On the other hand, a pupil who scores at the 10th percentile at Grade 3.1 and at the 25th percentile at Grade 4.1 is considered to have shown more than normal growth. (For purposes of these examples any effect of errors of measurement on gain score interpretation has been disregarded. This problem is discussed on subsequent pages.)

For purposes of comparison between GE and percentile interpretations of growth, the following example is presented. A pupil scoring at the 50th percentile in reading at the beginning of both Grade 3 and Grade 4 would have maintained his position relative to the group and, therefore, is considered to have shown normal growth. On the grade equivalent scale this constituted 10 months of gain or 1.0 GE units. It should be noted again that by definition of the GE scale, a pupil whose score was at the 50th percentile on both testings would have gained one year (10 school months) or 1.0 GE units. However, a pupil whose score, on this same test, was at the 10th percentile at the beginning of both Grade 3 and Grade 4 also would be considered to have shown normal growth in terms of percentile units. In this case, 5 months of gain would have been achieved or 0.5 GE units. Similarly, a pupil who, on this same test, scored at the 90th percentile at the beginning of both Grade 3 and Grade 4 also would be considered to have shown normal growth in terms of percentile units. In this case, however, 15 months of gain were achieved or 1.5 GE units. Therefore, when the percentile interpretation is used, normal growth for pupils tested at Grade 3.1 is to score at the same percentile again at Grade 4.1. In the examples above, however, anyone who scored at the 10th, 50th, or 90th percentile, at Grade 3.1 and again at 4.1 achieved a gain of 0.5, 1.0, or 1.5 GE units respectively. In order to maintain a percentile position relative to the group, therefore, a superior pupil or group must gain more than 1.0 GE units whereas a low-achieving pupil or group need gain less than 1.0 GE units. This explains the fact that, when tested at successive grade levels, low-achieving pupils, while maintaining their percentile position relative to the norm, may fall further and further below the norm in terms of GE units. Below in Figure 1 is a graphic illustration of the above discussion. The example presented is typical and highlights the fact that the percentile definition of normal growth sets very different expectations from those set by the GE definition.

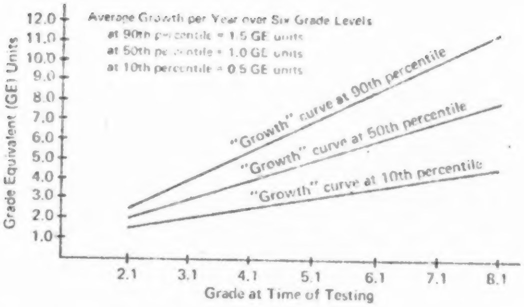


FIGURE 1.—Illustration of Differential Rates of Growth in Terms of Grade Equivalent Units for Different Percentile Positions

Another way of defining normal growth is in terms of a standard score scale. Reference is made here to the interval-type score scales derived by such methods as those of Thurstone, Flanagan, or Gardner. The units in these types of scales are theoretically equal at various points along the scale. One standard score unit at one point on the scale represents the same amount of whatever is being measured as does one standard score unit at any other point on the scale. This equal-interval property is not possessed by grade equivalents or percentiles. In terms of a standard score scale, normal growth for an individual or group is defined as the difference between the mean standard scores obtained at any two testing times by the group whose scores formed the basis for the construction of the standard score scale. This definition of normal growth applies to all standard score scales.

The type of standard score scale derived for a particular test depends upon the purpose of that test and the way in which the test results are to be used. One type of scale is constructed so that the mean is held constant throughout the levels of a test. This is true of many mental ability tests. In this case there is no change in mean standard scores between any two levels. Therefore, normal growth is evidenced by obtaining the same standard score at successive testings. For example, when the standard score scale has a mean of 100 at each successive level of a test, there is no difference between the mean standard scores at any two levels. Therefore, the individual or group obtaining a score of 110 at any one level and 110 again at any higher level has shown no change and is considered to have shown normal growth. However, when the scale is constructed so that the mean increases throughout the levels of a test, as is true of many achievement tests, then a difference exists between mean standard scores at any two grades or levels and this difference constitutes normal growth.

An example is the case where a standard score scale has a mean of 60 at Grade 3.1 and a mean of 70 at Grade 4.1. As the difference between the two mean standard scores is 10 standard score units, normal growth from 3.1 to 4.1 is defined as 10 standard score units. This definition of normal growth applies at all levels of achievement on this test between these two grade levels. Two pupils were tested with this same test at 3.1 and again at 4.1. On the two successive testings, one obtained standard scores of 46 and 56; the other standard scores of 74 and 84. Each pupil, therefore, gained 10 standard score units. Because standard score units are equal-interval scores, the difference of 10 standard score units between 46 and 56 and between 74 and 84 represents equal amounts of gain or equal growth despite the fact that the levels of performance of these two pupils were quite different. Moreover, since for this test a gain of 10 standard score units between 3.1 and 4.1 represented normal growth, the two pupils may be said to have shown not only the same amount of growth but also normal growth even though they performed at different levels on the standard score scale. Any pupil who gained less than 10 standard score units between these two grade levels on this test may be considered to have shown less than normal growth while any pupil who gained more than 10 standard score units may be considered to have shown more than normal growth. (For purposes of this example, any effect of errors of measurement on gain score interpretation has been disregarded. This problem is discussed on subsequent pages.)

It is of interest to compare the standard score and percentile interpretations of normal growth. As mentioned above, in order to show normal growth in terms of standard scores, an individual must show the same amount of gain in standard score units as the difference between the standard score means obtained by the norm group at the two testings. To show normal growth in percentile units an individual must maintain his position relative to the norm group by obtaining the same percentile rank on the two testings. In any comparison between standard score and percentile interpretations of normal growth, mention should be made of the effect of changing variability of scores between any two testings. When the variability of scores is unchanged between two grades or levels of a test, as indicated by a constant standard deviation, or when a scale is so constructed that the standard deviation is held constant, then the individual or group showing normal growth in standard score units would be expected also to show normal growth in percentile units. This is true at all levels of achievement. For example, in the testing situation discussed in the above paragraph, 10 standard score units represented normal growth in terms of standard scores. A pupil who evidenced normal growth by achieving a gain of 10 standard score units between 3.1 and 4.1 would also show normal growth in percentile units by obtaining the same percentile rank at the two testings. The pupil who scored at the 50th percentile at 3.1 and again at 4.1 would show a gain of 10 standard score units or normal growth. Similarly, a pupil who scored at the 90th percentile or one who scored at the 10th percentile at both testings would show a gain of 10 standard score units or normal growth.

In the case of many educational measurements, including achievement tests, the variability of scores tends to increase with successive levels of whatever it is that is being measured. The increasing variability of scores is reflected in an increasing standard deviation. Because of the effect of increasing variability on the measurement of growth, it is desirable, in the case of achievement tests, to construct the standard score scale so that the increasing variability is reflected in the scale. As the variability, or standard deviation, changes from one grade or level to another, the gain for an individual or group in terms of standard score units will lead to a different interpretation of performance with respect to normal growth than will his gain in terms of percentile units. Normal growth as measured in standard score units will be accompanied by normal growth in terms of percentile units only for the individual or group whose scores are at or about the mean for the norm group. An individual or group whose performance is above or below the mean for the norm group and who shows normal growth in standard score units would not show normal growth in percentile units. The following example is based upon the same data as presented above, but assumes an increase in the standard deviation between 3.1 and 4.1. An individual whose standard scores at the two testings were 74 and 84, reflecting a gain of 10 standard score units or normal growth, would show a decrease in his percentile position from the 90th to perhaps the 86th percentile. On the other hand, an individual or group whose performance is below the mean for the norm group, who shows normal growth in standard score units, would show more than normal growth in percentile units. For example, an individual whose standard scores were 46 and 56, indicating normal growth in standard score units would show an increase in his percentile position from the 10th to perhaps the 14th percentile. Looking at these same data from the other point of view, the individual who, at two testings, maintains his position at the 90th percentile might show a gain of 12 standard score units, or more than normal growth, while the individual who maintains his position at the 10th percentile might show a gain of only 8 standard score units, or less than normal growth. It should be noted that the greater the change in the standard deviation between two grades or levels of a test the more divergent will be the interpretations of an individual's or group's growth resulting from the use of the two different types of scales.

In order to illustrate how the different definitions of growth (grade equivalent, percentile, and standard score) result in quite different interpretations of pupil performance, the following data are presented. Regardless of the type of unit used to measure gain, the scores of Pupil B, whose performance was average, reflect normal growth. As the scores deviate from average performance, as do the scores of Pupil A and Pupil C, however, it becomes very apparent that different interpretations of pupil performance result from the different definitions of normal growth. It should be noted again that the raw scores obtained were based upon different forms of the same test given at 3.1 and 4.1 and that the data are the same as those used in the examples discussed above.

Pupil	Raw score	Grade equivalent	Percentile rank	Standard score [1]
Grade 3.1:				
A	32	5.2	90	[1] 74
B	19	3.1	50	[1] 60
C	10	1.8	10	[1] 46
Grade 4.1:				
A	38	6.7	90	[2] 86
B	27	4.1	50	[2] 70
C	15	2.3	10	[2] 54
Gain:				
A	6	1.5	0	[3] 12
B	3	1.0	0	[3] 10
C	5	.5	0	[3] 8

[1] Standard deviation is 11 standard score units.
[2] Standard deviation is 13 standard score units.
[3] Increase in standard deviation from grade 3.1 to grade 4.1 is 2 standard score units.

As measured in grade equivalent units, the three pupils showed different amounts of gain. Pupil B showed normal growth as indicated by the gain of 1.0 in grade equivalent units. Because the grade equivalent interpretation of normal growth is not legitimately applicable throughout the range of scores, no statement can be made as to whether or not the 1.5 gain of Pupil A and the 0.5 gain of Pupil C may be considered normal. All that can be said is that Pupil A showed a greater gain, and Pupil C a lesser gain, in grade equivalent than is normal for a pupil or group whose achievement is at the average for the norm group.

As measured in percentile rank units, there was no change obtained at the two testings by Pupils A, B, and C, indicating that each maintained his relative position. Each, therefore, experienced normal growth in terms of the percentile interpretation.

In terms of standard scores, normal growth amounted to 10 standard score units as determined by the difference between the means of the norm group on the two testings. As mentioned in standard score units, thereafter, the three pupils showed unequal amounts of growth. Pupil B who gained 10 standard score units can be said to have shown normal growth with Pupil A having shown more, and Pupil C less, than normal growth in terms of the standard score interpretation.

This example illustrates the very different expectations of normal growth set by grade equivalent, percentile, and standard score definitions and the very different interpretations of pupil performance that result from these several definitions. It should be re-emphasized that the different expectations of normal growth set by grade equivalent, percentile, and standard score definitions hold whether group average scores or individual scores are being considered.

Possible Solutions to Problem 1

The entire problem of what constitutes normal growth must be re-examined. Grade equivalents are used less frequently now for the measurement of present status than they were about 10 years ago. This is in general a healthy trend. However, grade equivalents are the units used almost universally to measure growth. The many problems inherent in grade equivalents suggest strongly that they are not the best type of score to use as a definition of growth. There is no single clearly most useful unit for the measurement of gains, but possibilities are the percentiles and standard scores discussed above. When an experimental program is being evaluated, another possible solution is to use a control group drawn from the same population as the group being evaluated and matched to that group on relevant characteristics. Because the control group is not exposed to the experimental program, the amount of gain it achieves can be used as the definition of normal or expected growth. The performance of the experimental group can then be compared with that baseline. It should be noted that if a control group is used, any type of score unit can legitimately serve to express the growth attained by the experimental group relative to the normal growth achieved by the control group.

Problem 2. Reliance on Interpolated Norms

Many growth studies in education require testing twice within a single academic year. This testing is often done in October and again in April or May. The amount of academic gain expected between the two testings is usually that reported in the norms. Norms for most standardized achievements tests, however, are empirically determined at only one testing time in the school year. Norms for other times in the year are obtained by interpolation between successive empirically determined points. These interpolated points may be considered as reasonably good estimates of the actual norm line if empirically determined points had been available for all times in the year. They are, however, almost certainly in error by some small amount in most cases and by a substantial amount in some cases.

Figure 2 serves as an illustration of the above situation. The Xs plotted in Figure 2 represent median (50th percentile) scores by grade obtained from the standardization program for a test standardized in October. Because of the October testing date, the points are plotted above 2.1, 3.1, etc., along the grade scale. (The school year is defined as the 10-month period from September through June. September of second grade would then be assigned a grade equivalent score of 2.0. October 2.1, June 2.9.) The grade norm line, from which the entire set of grade equivalent norms for this test is read, is the smooth curve drawn between successive Xs. This smooth curve permits the reading of grade equivalent scores for points other than 2.1, 3.1, etc. These grade equivalents that are not empirically determined are, therefore, interpolated.

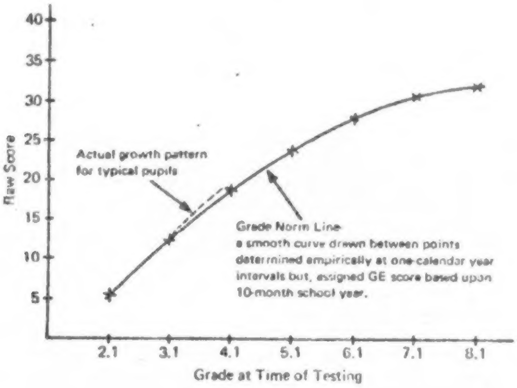


FIGURE 2. Illustration of Grade Norm Line Based on Points Determined Empirically at Yearly Intervals

The question may well be raised as to whether or not the learning curve actually increases throughout the school year in the manner suggested by the smooth curve drawn between the empirically determined points. In many cases, the answer is probably that it does not. Figure 3 shows an enlarged section of Figure 2. In addition, Figure 3 shows an empirically determined point for the eighth month of third grade, represented by the bold dot (•). Reading the empirically determined points on the chart reveals that at the first month of third grade (3.1), the median raw score on this test was 12.5 and at the eighth month of third grade (3.8) the median raw score was 18.5.

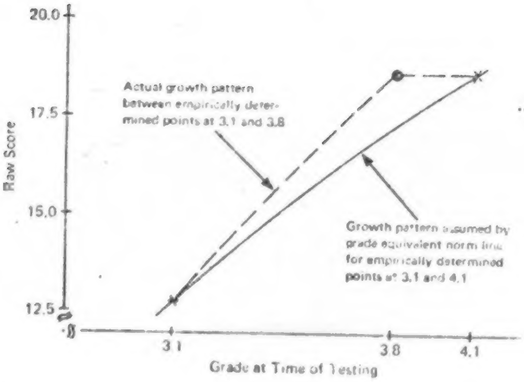


Figure 3. Enlarged Version of Section of Figure 2 Contrasting Growth Patterns from 3.1 to 3.8 and 3.1 to 4.1

However, when the interpolated point on the grade norm line is read, the median score at 3.8 is 17.0. There exists, therefore, the seemingly contradictory case where normal growth (18.5–12.5=6.0) does not equal normal growth (17.0–12.5=4.5). The contradiction arises from the fact that although in both cases an empirically determined point was used for 3.1 (12.5), for 3.8, in one case an interpolated point (17.0) was used, whereas in the other case an empirically determined point (18.5) was used. As pointed out previously, the typical standardized achievement test has empricially determined points for only one time in the school year. Thus, whenever a school system tests twice within a school year, it usually must rely upon at least one set of interpolated norms.

Possible Solutions to Problem 2

There are three possible solutions to the problem of reliance on interpolated norms. First, twice-per-year testing can be avoided altogether. Testing in a school situation may be done once per year, at the same time each year, and perferably at the same time of year as the test standardization. For example, if a test was standardized in October, growth could be measured from October of Grade 3 to October of Grade 4. Second, it is possible to use one of the tests that does have empirically determined norms for two times in the year. If this is done, it is obviously desirable to have the two testing periods coincide with the two times of year when the test was standardized. If the test was standardized in October and April, the school, too, should test in October and April. It is also important to take full advantage of the twice-per-year standardization by using the appropriate type of norm. Even for a test standardized at two different times during the school year, not all of the norms reported may reflect this twice-per-year standardization. Some of the norms may be based upon only one of the empirically determined points with interpolated norms at all other points within the school year. Other types of norms, however, may be based upon the two empirically determined points within the school year. Third, a control group can be used to define normal growth from one time to another within the same academic year. The gain shown by the experimental group can then be compared with that shown by the control group over the same period.

Problem 3. Interlevel and Interform Equivalence

The typical standardized achievement test has several battery levels and two or more alternate or equivalent forms. Many growth studies require both the use of successive levels of the test as pupils progress from grade to grade and the use of more than one form as pupils are tested repeatedly. Comparison of the results from these different testings places special demands upon the equivalence of converted or derived scores for different levels and forms. If converted scores are not equivalent between levels and/or forms, the test scores obtained in the study can lead to invalid measurement of gains and consequently to possibly erroneous conclusions as to the merit of the program being studied.

As an example, suppose that a school used the Primary level of a reading test as a pre-test measure at the beginning of Grade 2 and the Elementary level of the same reading test as a post-test measure at the beginning of Grade 3. In Grade 2 the median grade equivalent score for the particular group was 2.3 and in Grade 3 was 3.4. However, if the Primary level had also been used as the post-test measure, the median grade equivalent score would have been 3.7. That the two levels of the test do not produce equivalent scores is evidenced by the different results: 3.4 and 3.7. This, of course, means different gain scores of 1.1 and 1.4, respectively. A similar example could be given for lack of equivalence of scores between forms of a test. Pupils should obtain the same converted score on a test regardless of what level or forms is taken. A possible exception is when pupils perform at the very extreme upper or lower end of the scale for a particular level. Such extreme performances indicate that the level used was inappropriate and should not have been used with those pupils.

Possible Solutions to Problem 3

There are several possible approaches to the problem of interform and interlevel score equivalence. The most basic is to look for assurance that the determination of equivalence of levels and forms was well planned and well executed. Providing this evidence is the responsibility of the test developers and in general, the equivalence of levels and forms of the major achievement test series do seem to have been established in a responsible manner. However, in the occasional case where it appears that two successive levels or two alternate forms of a test are not yielding equivalent derived scores, the school should look to one of the solutions discussed below.

One possible solution applicable to any lack of equivalence between either levels or forms is to make use of a control group. Both experimental and control groups are given the same level and form of the test. Any lack of equivalence between levels and/or forms would have the same effect upon the scores of both groups. Performance of the experimental group can then be compared with that of the control group thereby providing a legitimate measure of gain. The gain score obtained would, of course, have to be based upon the average score for all pupils in each group, experimental and control.

The problem of lack of equivalence between alternate forms of a test can be be solved by having the pre-test consist of giving one form to one-half of the pupils and another form to the remaining pupils. For the post-test administration, the forms given to each half of the group are switched. Again, in order to eliminate lack of equivalence, any gain score obtained would have to be based upon average scores for all pupils.

Problem 4. Reliability of Difference Scores

A discussion of the reliability of difference scores requires use of certain technical terms relating to test reliability. A brief review of these terms is presented here. More complete definitions can be found in almost any textbook on educational measurement. The terms reviewed are reliability, obtained score, true score, error score, and standard error of measurement.

Reliability refers to consistency of measurement and is usually expressed as a correlation coefficient. Although there are several different methods for obtaining reliability data for a test, only one will be described here. In this method one form of a test is administered to a group of pupils. This administration is followed immediately by the administration of a parallel or alternate form to the same group of pupils. The correlation between pupils' scores on the two tests is determined. It represents the test reliability, or the consistency with which the test rank-orders the pupils from high to low on the two testing occasions.

Obtained score refers to the score a pupil actually earns on a test. The obtained score may be thought of as being composed of the pupil's true score and his error score.

The true score is the score a pupil would have earned if the test were perfectly reliable. Or, the true score may be thought of as the average of all the obtained scores achieved by a pupil after an infinite number of testings. It is assumed that in an infinite number of testings, all of the errors of measurement due to test unreliability would cancel out.

The error score is the difference between the true score and obtained score. The error score results from lack of perfect reliability. It may be positive or negative, and is assumed to be positive as often as negative over a large number of cases. It is important to remember that for any individual on any test, the true score and error are never really known. The obtained score is all that is available and only probability statements can be made about the true score and error score.

The standard error of measurement (SEM) refers to the reliability of a test with respect to an individual's test score and is expressed in score units. It indicates the size of an error score (difference between true and obtained scores) that can be expected for an individual's test score. The SEM permits making probability statements about the difference between true and obtained scores. For example in about two-thirds of the cases, the difference between an individual's true score and his obtained score will be no larger than the SEM for the test.

All studies of growth depend on difference scores. In the usual situation, the difference is obtained between pre-test score and post-test score for each individual. These difference scores usually are noticeably less reliable than either of the two obtained scores from which they were derived. This occurs because the errors of measurement in the pre-test score and the errors of measurement in the post-test score are both present in the difference score.

The reliability of difference scores, even as the reliability of a test, can be expressed as a correlation coefficient. Assume that in a Title I program reading is being evaluated. One form of a reading test was used for a pre-test and another form of the same instrument for a post-test. Based upon a reliability for the pre-test of .90, for the post-test of .90, and a correlation between pre-test and post-test scores of .75, the resulting reliability of the difference scores for the individuals in that Title I program is .60. Thus, even though two quite reliable tests were used, the resulting measure of academic gain based upon these tests is a relatively unreliable measure.

Reliability of a difference score can also be expressed in terms of the standard error of the difference score which is reported in score units. It refers to the size of the error score to be expected for an individual's gain score. (This is not to be confused with the standard error of measurement for a test which refers to a single test score for an individual.) When evaluating gain scores for individual pupils, it is particularly important to observe the magnitude of the standard error of the gain score relative to the expected gain.

The "expected" gain might be defined as the average gain achieved by the groups on which the test was normed. For example, the expected gain for pupils from Grade 7 to Grade 8 is the difference between the average score obtained by the norm group of 7th-grade pupils and the average score obtained by the norm group of 8th-grade pupils. As the standard error of the gain score increases in relation to the expected gain, it is less and less certain that an individual pupil really did or did not show the expected amount of gain or that growth in a subject actually did occur. For example, suppose that the gain made by pupils from Grade 7 to Grade 8 is being studied. Suppose that the norms show a 5-point difference between the average score of pupils in Grade 7 and the average score of pupils in Grade 8, and further suppose that the standard error of a gain score is also 5 points of score. In this case it can reasonably be expected that about one-third of the pupils whose gain in true score was 8 points would not show the required 5 points of gain in their obtained scores. About 15% of the pupils would show the expected gain in obtained scores with no gain in true score at all.

The problem of unreliability of difference scores is particularly acute when the average gain from pre-test to post-test is small. In many instances the average gain represented in the norms for a test, for example, for Grade 7 to Grade 8, is only a few points of raw score. This may occur no matter how carefully the test is constructed because the learning curves for such areas as reading, spelling, computation, etc., begin to level off in the upper grades.

Possible Solutions to Problem 4

One way to handling the problem of reliability of difference scores is to work with group averages rather than individual scores. Although the reliability of a difference score for an individual is often disturbingly low, this reliability need not be of concern when working with average scores for a group. The stability of the average gain for a group is a function of the size of the group, and not a function of the test reliability. This is true because of the assumption that for the entire group of pupils, the negative and positive errors of measurement "cancel out," or sum to zero. The average gain for a group may be determined by getting a difference score for each pupil, then averaging those difference scores, or by getting the average pre-test score for the group and subtracting it from the average post-test score for the group. The two procedures are mathematically equivalent.

In education many studies of growth to avoid the problems of unreliability of difference scores by depending on group averages. For example, a typical Title

I program may include several classes of pupils and evaluate the program on the basis of the average gain for the group as a whole. Even in a case such as this, however, there may be some confusion with respect to the interpretation of the gain. A typical comment is, "On the whole, the program was successful but quite a few pupils showed little gain or even some loss." The first part of this sentence refers to group scores and average gain, thereby avoiding the problem of unreliability of difference scores. The second part, however, refers to individual scores and individual gain with the attendant problem of low reliability of difference scores.

Even in situations similar to performance contracts, where payment is made to the contractor on the basis of individual—pupil gains. it would be preferable to work with group averages rather than individual scores. In a situation of this type, the average can be expressed in terms of the percent of the group that exceeded the amount of gain specified in the agreement. For example, in a program involving 100 pupils the contract may call for a gain of 10 points in score. Suppose that 60 pupils show the required gain from pre-test to post-test, while 40 pupils do not. For the group as a whole low reliability of the difference score does not invalidate or make questionable the gain score, since it may be assumed that the positive and negative errors of measurement have tended to balance out over the entire 100 pupils. It may be that 5 of the 60 pupils who did show the specified gain of at least 10 points in score had a true gain of less than 10 score points but obtained the 10 or more points of measured gain because of unreliability of measurement. At the same time, some of the 40 pupils who did not show the specified gain in score, may have had a true gain of more than 10 score points. Because of this balancing or cancelling out effect, the result in terms of gain for the group as a whole should be an acceptable measure of the result of the program.

Another possible way of dealing with the problem of unreliability of difference scores is to increase the reliability of the tests used by increasing test length. One method is to combine two alternate forms of a test into the pre-test and two different alternate forms into the post-test. Another method is to use total scores, such as a total reading score derived from two or more reading subtests rather than simply using an individual subtest score. Because of these procedures will increase test reliability, the result will be a decrease in the ratio of the standard error of the gain score to the gain score itself. It should be noted, however, that there is a practical limit to any increase in test length. If a test is too lengthy, errors due to fatigue, etc., may occur, thereby reducing reliability.

Problem 5. Regression Toward the Mean

Many studies of academic gain are conducted using pupils who are particularly high or low in achievement. Such students usually consist of four principal stages. Pupils to be included must be selected or identified. Selected pupils are pre-tested to provide a baseline for measurement of gain. The selected pupils then participate in the program designed to increase their achievement. At the conclusion of the program, the pupils are post-tested, and post-test scores are compared with pre-test scores. Frequently, the first step involves testing, as pupils are often identified for inclusion in the program on the basis of test scores. For example, in a study involving "poor readers," "poor readers" may be defined as those pupils who obtain less than a certain score on a particular reading test. If a test is used to select participants in the study, it may be desirable and efficient to combine the selection with the pre-test. When this is done, the test score, used as the basis of selection, can also serve as the pre-test score which will later be compared with the post-test score. Unfortunately, this apparent efficiency gives rise to serious problems relating to the phenomenon known as regression toward the mean.

The phenomenon of regression toward the mean is not well understood by many test users. Therefore, before describing why it is a problem in growth studies, it is advisable to review briefly what it is. Suppose a test is administered to a group of 100 pupils. The 25 pupils with the lowest scores are selected and immediately retested. It will be found that the average score for these 25 pupils will be somewhat higher on the second test than on the first test. This increase in average test score cannot represent a real gain in achievement as the second test was administered immediately after the first. Although part of the increase in score from first to second testing for these 25 pupils may result from practice effect, part of the increase is a statistical artifact caused by lack of perfect reliability of the test used, and by the fact that the 25 pupils selected were those pupils with the lowest scores on the basis of the first set of test scores. One reason why these particular 25 pupils had the lowest scores was that their true scores probably were quite low. Another reason was that on the average there were more negative than positive errors of measurement included in their obtained scores. Previously it was mentioned that positive and negative errors of measurement are assumed to be equaly bananced. This assumption seems to contradict the statement that the errors of measurement were more often negative than positive for these 25 pupils. However, the assumption regarding balancing of errors applies only to a total "unselected' group, not to a subgroup specifically selected on the basis of its test scores. For example, it would be assumed that errors of measurement would balance out if the entire group of 100 pupils is being considered, but this could not be assumed to occur if the subgroup of the 25 lowest-scoring or 25 highest-scoring pupils is considered separately.

Because on the average, the scores of the lowest-scoring pupils on the first test will be somewhat higher on an immediate retest, it can be said that their scores on the second test "regress toward the mean." The "mean" refers to the mean or average score of the total, unselected group. If the subgroup of 25 highest-scoring pupils on the first test was selected, then immediately retested, their scores also would regress toward the unselected group mean on the retest. Of course, the scores of these high-scoring pupils would regress downward. That is, on the average these high-scoring pupils would obtain somewhat lower scores on the second test.

Suppose that the same test scores have been used both to select those pupils to be included in a program, as well as to serve as the pre-test scores that later wil be compared with post-test scores. Any resulting gain scores (post-test score minus pre-test score) will, then, include both the real gain achieved by pupils as a result of exposure to the program as well as whatever regression effect has taken place. This regression effect is a statistical artifact, a contamination of the data, and something that is clearly not part of the real gain.

The extent of regression toward the mean that would be expected to occur for either high-or-low-scoring pupils has deliberately not been specified. The extent of regression depends on such factors as the reliability of the test, or errors of measurement in the particular test used, as well as on how extreme were the the scores of the selected group on the test. In general, it can be said that the more unreliable the test and the more extreme the performance of the selected pupils, the greater will be the expected regression effect. It is not necessary to pursue this in greater detail to make clear the point that regression toward the mean is a phenomenon which must be reckoned with in attempting to measure gain.

Possible Solutions to Problem 5

There are two possible solutions to the problem of regression toward the mean. The first solution is to keep separate the step of identifying pupils to be included in the program from the step of obtaining for these pupils pre-test scores to be compared later with the post-test scores. One test should be given to identify pupils for the program. Another test, either an alternate form of the identifying test, or a different test, should be given as the pre-test, the scores of which will serve as the baseline measure for determining gain. In this solution, whatever regression there may be will affect the relationship between identification test scores and pre-test scores, and not the relationship between pre-test scores and post-test scores.

The second possibility is to employ certain statistical techniques which, in effect, separate real gains from gains due to regression. If the appropriate statistical techniques are used, the same test can be given both for selection purposes and for a pre-test measure. Exercise of these techniques, however, requires statistical resources not usually available to most school personnel. They should be mentioned, however, as these methods are both efficient and time-saving.

CONCLUSION

Standardized achievement tests have been widely used to assess pupil growth in academic areas. The use of these tests for this purpose presents some special problems. It is extremely important that the test user or program evaluator be alert to these measurement problems and to possible ways in which the problems may be resolved. Appropriate measurement procedures are essential to evaluation. Inaccurate measurement of an educational program may lead to indeterminate or even misleading results in terms of pupil performance. The evaluation of a program based upon questionable evidence may then result in invalid conclusions as to the merit of the program. Without appropriate measurement procedures, therefore, it is impossible to evaluate the effect of a particular educational program. Evaluation, not only is essential to any implementation of the accountability concept in a particular educational situation but also is essential to any assessment of the usefulness of the accountability approach in general.

J. Wayne Wrightstone is Consultant to the Test Department, Harcourt Brace Jovanovich, Inc. and formerly Assistant Superintendent, Office of Educational Research, Board of Education of the City of New York.

Thomas P. Hogan is Assistant Managing Editor for Elementary School Achievement Tests, Test Department, Harcourt Brace Jovanovich, Inc.

Muriel M. Abbott is Managing Editor for Special Projects, Test Department, Harcourt Brace Jovanovich, Inc.

Dr. WYSONG. Mr. Chairman, members of the committee, the purpose of my testimony is to help the committee to consider some of the practical issues involved in measurement, testing evaluation, accountability in meeting the goals of ESEA title I.

I hope that I can be of service to you as you contemplate the advantages and disadvantages of your decisions. I personally believe in the value and importace of providing additional assistance to educationally disadvantaged children.

However, my purpose is not to discuss the merits of title I but rather to share with you some ideas on testing related to the decisions this committee may be facing.

I respect your valuable time. Therefore, my presentation will be a brief summary of my written paper.

The following two questions seem relevant to the decisions which you may need to make. First, what effective and efficient methods can be used to determine the numbers of educationally disadvantaged students so that funds can be best and most appropriately allocated?

Second, what effective and efficient methods can be used to provide for adequate program evaluation and accountability so that decisions for program improvement can be best made? Concerning the first question, it is possible to estimate the numbers of educationally disadvantaged at the State and local levels through the use of testing.

I briefly described in my paper two kinds of tests which can be used. I believe that it is important——

Chairman PERKINS. But will it be uniform if each State does it? That is my point. Would it be uniform if each States makes that determination as to who is disadvantaged?

Dr. WYSONG. It would probably be uniform in terms of whether it would be decided that the States would use one kind of test or another kind of test.

I think there are two kinds of tests that are involved here as you look at possible procedures for making this type of assessment. I would like to briefly describe those two kinds.

I think it is important because it has been referred to as one decision that would need to be made. One kind of testing is a norm-referenced standardized test. This test is a kind that is being used most often in the schools.

It is designed to measure the educational accomplishments of individual students and does provide scores to show how individuals perform as compared with other students of a similar grade level or age group.

Different from the norm-reference test, the second kind of test is a criterion reference test. These tests are designd to determine if an individual student or a group of students is performing to a level of a predetermined criterion or desirable level of performance.

Both kinds of tests can be used to measure educational objectives. The concept of a criterion reference test is not new. As an example, a teacher-made test used in a classroom can be one type of criterion reference test.

Although the concept is old, new applications are being made in such programs as a national assessment of educational progress, and State assessment programs.

If tests are used in deciding the extent of educational disadvantageness, what information is necessary as well as sufficient to make this decision?

Probably one general index would be sufficient. If this is true, then either a norm reference test or a criterion reference test could provide this information.

There would be no need to use criterion reference test to determine how students perform on 40 or 50 separate educational objectives. In fact, this information may be more than could be used in deciding allocation of funds.

However, the basic question, I believe, is whether or not the use of test results for determining allocation of funds will produce any practical difference in the end result than if nontesting data are used.

In other words, can variables such as educational levels of parents, employment levels of parents, mobility of students, income levels of families, assessed tax valuation per student, and so forth, be used in a regression equation formula which will produce the same results as the actual testing of students?

Now, this is an empirical question which can be answered by research data. I do not have the data to give a research answer. However, the data could be collected.

A second major decision related to measurement of ESEA title I is this. What effective and efficient methods can be used to provide for adequate program evaluation and accountability so that decisions can be made for program improvement?

One caution seems appropriate to be mentioned regarding the use of tests for program accountability. It is possible to teach for the test and thus increase scores. Items in a test are only a sample of the hundreds or thousands of items that could be included.

Also, because of the necessity to limit the time devoted to the testing process, a test usually only samples the many educational objectives which could be taught in a particular subject area.

The theory of sampling is that if students can answer accurately the items included on a test, it is probable that they can also answer the many other items which could have been included.

However, it is possible to increase scores on a test by preparing students only in the limited area that is being measured by the instruments. Measurement is most effective when everyone involved is sincerely trying to understand the needs of students so that good decisions can be made on how to help them.

When test results are used as a reward or punishment, the most important use of the test may be hampered. The condition of program accountability requires in its best form that people who are responsible for and affected by the program have access to evaluation results and that they can influence decisions at the local education agency for improving programs.

Schools are now required to evaluate their title I programs. I am unaware of any requirement that the evaluation results be shared with the people most concerned, the parents of the children.

Possibly the sharing of results with parents will provide an additional step of attaining accountability and will provide a condition which will have the greatest impact for improving programs at the local educational level.

Thank you for allowing me to share some ideas with you. I hope that I have been of some assistance to you as you make important decisions which help children.

Chairman **Perkins**. Let me address a question to the panel. Naturally, I am interested in seeing that the disadvantaged children throughout all sections of the country share in the benefits from title I.

I think the disadvantaged children of the country deserve first priority. You say in your prepared statement, Dr. Wysong, that there are better ways to distribute funds to local educatonal agencies than using tests to ascertain the number of educational disadvantaged children.

What other ways would you suggest and do you have reference to?

Dr. **Wysong**. I think the question is, can various kinds of information used that are currently available be used in a distribution formula which will, in a sense, give the same practical results as if tests were used to measure particular students who are educationally disadvantaged.

I pointed out that this is a research question which I think can be answered. If it is possible, it is possible to use these variables in a kind of statistical fashion, which I refer to as a regression equation, to come up with an index showing the influences of the various criteria as education of parents, income of families, employment of parents, mobility of students——

Chairman **Perkins**. On this very subject matter, in connection with the distribution of title I funds, Dr. Wysong, I would like for you to give this subject matter further study and to write me a personal letter that I can incorporate into the record disclosing your views after further study as to better ways to distribute funds to local educatonal agencies than using tests. The disadvantaged child, of course, is the objective.

Will you do that after you have had more time to think about this subject matter and have made more careful study, because this is a most important point in this legislation, distributing of this money to see that we do not make any mistakes.

Dr. **Wysong**. May I respond, Mr. Chairman. I believe the question is broken into two areas. One is, what factors that are just as effective as tests can be used?

Chairman **Perkins**. What factors are more effective than tests? If I understood your statement, you stated there are better ways to distribute funds to local educational agencies than using tests to ascertain the number of educationally disadvantaged children.

If that is true, I want to know the better ways after you have given it further study. At least, I want your statement after further study.

Whether you change your viewpoint or do not change your viewpoint, I want your judgment along that line after further study. Will you do that for me within the next couple of weeks or so?

Dr. **Wysong**. I certainly will.

[The letter referred to follows:]

ASSOCIATION FOR MEASUREMENT AND EVALUATION IN GUIDANCE,
Washington, D.C., May 10, 1973.

CARL D. PERKINS,
Chairman, General Subcommittee on Education, Rayburn House Office Building, Washington, D.C.

DEAR CHAIRMAN PERKINS: This letter is in response to your request that I present to you a recommendation on how the amounts of ESEA, Title I, funds can be determined for distribution to the various states. I have discussed the problem with various members of our profession, examined data from studies, and obtained information from state officials who administer Title I funds. I appreciate this opportunity to share with you my recommendation and hope that the ideas included will be beneficial to you and the students who are in need of extra educational assistance.

I do *not* recommend that the federal government establish a testing program, whether it be criterion-referenced tests or norm-referenced tests, for the purpose of identifying the numbers of educationally disadvantaged students in the states. Although such a testing program is technically possible, I believe that a special testing process for this purpose is unnecessary, financially costly, politically undesirable, disruptive of the educational process in the schools, and will not give sufficient benefit to the students tested as a return for their time expended.

I *do* recommend that a formula be established in which the educational levels of parents be used to estimate the degree of educational disadvantagedness of students in each state. The single most influential factor, outside the school, which affects the level of educational attainment of students is the learning environment of the home. The level of education obtained by parents is highly correlated with the educational advantagedness of their children. If the home does not provide a stimulating educational atmosphere, the children are at a disadvantage and may require more assistance in school. A school district which has a large portion of parents with minimal educational attainment will have an additional burden placed on it.

Data from such sources as the National Assessment of Educational Progress and the Michigan State Assessment show that there is a relationship between educational attainment of parents and the achievement test performances of their children. Other demographic data such as family income, assessed tax value of homes, and student mobility are also related to test performances. However, the single most influential demographic variable affecting achievement seems to be educational levels of parents.

A formula for computing the number of educationally disadvantaged students in each state using parents' education as a factor, could be as follows: Average level of parents' education×constant "C"×state school population=Number of educationally disadvantaged students.

The size of constant "C" can be determined by conducting a relatively small-scale study in which the following would be done:

1. Collect achievement test scores on samples of students at various grade levels.
2. Collect educational attainment levels of the parents of each child.
3. Define educational disadvantagedness as being below a prescribed level of test performance. (This could be defined as the lowest 16% of the students which is one full standard deviation below the mean).
4. Using a statistical equation, derive the size of constant "C" which, when multiplied by the educational level and the school population, will best predict the number of educationally disadvantaged students. Different levels of education may require a different size of constant "C".

I believe that such a formula would provide approximately the same information on the number of educationally disadvantaged students as if all the students in each state were actually tested. Other demographic factors in addition to parents' education could be included in the formula if evidence indicated that this information would improve the prediction of the numbers of educationally disadvantaged students. An alternative formula might be developed in which an index of relative educational disadvantagedness for each state could be computed by dividing the national average of parents' educational level by each state's average level. The characteristics of the index would need to be tried out to determine its effectiveness for use in distributing funds.

The following are some practical and philosophical reasons for using educational level of parents rather than a large testing program as a means of distributing Title I funds:

1. Using educational level of parents will probably produce the same results for a large group of children at a state level as if the children were tested.

2. Collecting data on educational levels of parents will be easier and less costly than a large testing program.

3. Using parent data will not take away time from the educational process in the schools.

4. Each year the formula can be computed by using different data on school enrollment in each state thus controlling the influence of population shifts.

5. Tests are best used for local decision making on how to help individual students. Test results used at a federal level can only contribute to administrative decision at that level.

6. A testing program sponsored by the federal government may receive political opposition.

7. A testing program requires elaborate and expensive administrative safeguards in order to assure that proper technical procedures are followed.

8. The single greatest non-school influence on a child's educational growth is his or her parents. The schools need to provide greater assistance when significant numbers of students are lacking good educational atmospheres at home.

Thank you for the opportunity to share my recommendation with you. If I or the American Personnel and Guidance Association can be of assistance to you, please let us know.

Sincerely,

H. EUGENE WYSONG,
AMEG President and
Professor of Education.

Chairman PERKINS. Even if there may be ways to estimate the number of educationally disadvantaged among the States tests, Dr. Wysong, do you believe that it would be better to use data other than test scores among school districts?

You mentioned objective data on communities. Do you have any views along that line presently, or do you wish to give that a little more thought?

Dr. WYSONG. I would make an educated guess, Mr. Chairman, at this point and maybe do further thinking later on.

Chairman PERKINS. Thank you. Go ahead.

Dr. WYSONG. There are other indicators that are more efficient to collect than testing results, which would do approximately the same job as what test results might do.

I do believe they will be more effective, but I believe they will be more efficient.

Chairman PERKINS. You mentioned two weaknesses of testing. One that the teachers can teach for a test in order to get better results, and two, tests measure only one or two abilities of students.

Do you care to comment on that a little further? Is this in your judgment one reason why we should not distribute the funds on testing scores?

Dr. WYSONG. I think this is a caution, sir, in terms of making decisions based on test results, that they do also have their limitations.

Chairman PERKINS. You have told us that from your experience with guidance and counseling, you lost more than half your funds because of consolidation, if I understood the testimony correctly. Is that correct?

Mr. ERPENBACH. We lost less than half of the funds we had in fiscal 1970, but in terms of what we had in 1968, yes, definitely.

Chairman PERKINS. That is where title V of the National Defense Education Act funds for guidance and counseling was consolidated into title III of ESEA in 1970.

Give us the figures that you have.

Mr. **Erpenbach.** In fiscal 1970, under NDEA title V, the last year of title V–A, we had just over $14 million nationally for guidance and counseling. When the two programs were merged beginning with fiscal year 1971, there was language meshed with the title which said that there shall be expended for purposes of guidance and counseling under the old NDEA title V, an amount not less than 50 percent of that previously.

Chairman **Perkins.** I remember that very language because it was done in my office, but I would not go along until everybody connected with it agreed to go along, and I think we all made a mistake.

That was my judgment about it at the time.

Mr. **Erpenbach.** What happened was that that was to be viewed as a floor and not a ceiling.

Chairman **Perkins.** That is correct. It was viewed as a floor and not a ceiling.

Mr. **Erpenbach.** And there was also wide interpretation of that by the Office of Education, by those of us in the state agencies, and by those of us in NDEA.

Chairman **Perkins.** From the experience that you have had with consolidation of title V of the National Defense Act with title III of ESEA back in 1970, would you think that you would fair any different in the future if we had a consolidation of many of these educational programs?

Would you expect the same results in the future judging from the past?

Mr. **Erpenbach.** At this point, based on our experience, we would have no reason to believe we would fair any better than we have.

Chairman **Perkins.** I think that by leaving the whole thing at the State level, it would destroy the incentive at the Federal level, for additional appropriations in the future.

We would never have gotten the guidance and counseling programs established in the schools but for the categorical specifications, and we know it has done a great job, and I cannot see any reason that we should change it.

Those are my personal viewpoints. I want you to give some real down-to-earth thought on the questions that I have put to you, and get back to me personally in letter form within the next couple of weeks, because how to distribute this money is going to be a real bone of contention.

We have got to explore and probe. We do not know the answers. We have to find out how to do the most equitable job for the disadvantaged in the country.

That is all we have in mind.

Following today's testimony, I would like to submit a letter from the State of Massachusetts Department of Education. Without objection, the letter will be included in the record.

Mr. Lehman, you are in charge.

Mr. **Lehman** [presiding]. I have ambivalent feelings about guidance. I have been a schoolteacher. It seems like one of the problems we have with a disadvantaged child is the unrealistic goals that they indoctrinate him with. I am speaking about attitudes more than I am about test scores.

I would like to see the guidance people address themselves to the problems of self-attitude, lack of ambition or over-ambition in relation to the individual capacities, and actually I would like to see part of this guidance money used on guidance people, in a sense.

Miss CHILES. We would support that.

Mr. LEHMAN. I find out that the guidance people at the secondary level who are advising and counselling the secondary student about job opportunities and productivity on jobs haven't spent enough time in the field itself to have the observations, nor necessarily the work experience.

I have seen them advise high school kids how to perform in a bank when the guidance people and counselors themselves have never been involved in a bank and do not know of the attitudes.

What I would like to see part of this money devoted to is to make guidance people more relevant in their relationship to the students with realities of the outside world. Maybe I am a little off base here, but these are the kind of things I think about when I think about guidance, because the same money could be placed in reading specialists and you could achieve a specific goal. You get something that happens to the child that you could almost measure.

Guidance is only a way to recognize the problem is already there and to try to point it in the direction of somebody who can do something about it. I think there is a flowing over of guidance and curriculum specialists. I think in our own school system, the labeling of an assistant principal is now done away with. We used to have an assistant principal for guidance and that is all wiped out.

There is no assistant principal for guidance any more because they found out that guidance is not a specific in a sense of where it stops and starts and neither is curriculum.

I would also like to see categorical funds for guidance. I think by the time you get out of elementary school, it is almost too late. I would like to see the guidance implemented basically in grades one through six, in kindergarten, because by the time they get to high school, there are a lot of problems that guidance cannot help. It is too late to solve them.

I think even at our State level, we have just begun on a piecemeal basis to do anything about elementary school guidance. Maybe these are just things off of the top of my head from my own relationship to the guidance people, and I don't know what else to say, except that I know the students need help.

They need guidance people to be involved in human relations workshops, in drug abuse education, and counseling about drug education. But actually, if you are going to limit yourself to guidance, and not get into on-the-job training, or job orientation, then I think that you are so isolated and so categorized that you can't function at the level we need guidance or counseling to function.

Miss CHILES. May we respond? Bill would like to make a couple of comments about elementary counseling.

Mr. ERPENBACH. I might say that your State of Florida is a national leader in passing State level reimbursement for development of programs of elementary school counseling services. That was a real first. It is unfortunate we cannot have more of the States' involvement.

I agree we have recognized that earlier identification of children with problems and earlier identification of children who may be bound to drop out of school, the development of attitudes and values and habits will occur best at the elementary level.

So we have been using some of the title III guidance and counseling funds to provide seed money in some of the States for schools to hire elementary school counselors.

In our State of Wisconsin, we provide a salary reimbursement for part of the elementary counselors' salary over a period of 3 years. Some other States are doing similarly. We are also using the project funds that we have received to have in-service work for counselors taking them out and visiting industry, and providing orientation to industry. In some States we have conducted statewide conferences where we brought together counselors, counselor educators, businessmen, labor men, bankers, and so on, the kind of people you are talking about, to develop strategy in those States for better career counseling guidance.

These kinds of things would not be possible without the seed money that we are getting under this program.

Mr. LEHMAN. There are too many guidance programs in Florid . The problem is they mandate the elementary guidance programs and then don't fund them, and this makes it more difficult for the system.

Miss CHILES. You spoke very well to the complexities of the considerations facing the contemporary counselors working with kids today. You have a wide range of social problems which evidence themselves in the schools, and you have those schools there every day.

Mr. LEHMAN. It is not necessarily all in test scores.

Miss CHILES. Certainly not, not at all. I think counselors are continuing to attempt to set priorities to deal with these social concerns. We are very much concerned about the whole area of career development and career education and our own needs to become better skilled at working with students who are not going to continue, particularly those who are not going to continue with college education, and we are very much aware of the needs in this area.

This is a broadly based concern in that society has now accepted the attitude which we felt it was necessary, all of us, to promote in the earlier years when we needed talented kids to go to college and become prepared to take on certain kinds of jobs.

Now it is going to take a reversal with all working together to reassess the manpower needs of the Nation and to redirect those kinds of goals. Counselors are doing that in working with students in developing those programs.

Because of the many priorities that local educational associations and State educational associations are having to look at, we have been faced with the problem of not being about to continue to grow in availability to certain students, while the problems of students and concerns of students have continued to expand.

This has created a real dilemma for us in terms of effectively meeting needs of all students.

Mr. LEHMAN. I speak of the isolation of the guidance people in the schools themselves. I would even like to see a guidance person teach one class a day. I think this is one way that they can really become that much involved. But that is beside the point.

It seems like the guidance people in the schools are at a middle management level, so to speak, which kind of keeps them boxed in.

Miss CHILES. We are in a consultive kind of role and coordinating role and I believe we could get out of the isolation role that has sometimes occurred by making the special effort to work with the community and with parents and with teachers in those kinds of consultive and coordinated kind of functions.

I have had experience in the teacher-counselor role and I cannot support that. It is very difficult to wear two hats. It is difficult to do an adequate job in both kinds of roles and the perceptions of those roles are very different, but I agree with you that we need to be more interactive.

Mr. LEHMAN. How do you do it?

Miss CHILES. The evidence that is presented in the paper I think illustrates the fact we are using group counseling techniques and working with parents to a greater degree than we ever have. That will help us to move from that isolated heavily invested individual approach, and I think that will have positive outcomes.

Mr. LEHMAN. I could sit here all day, but I have to go to the next meeting. Excuse me.

Miss CHILES. Thank you very much for your time.

Mr. TOWELL [presiding]. You talked earlier about using the test scores or some evaluations and the danger of teachers being able to actually teach for a given test. Could you expand a little more on how that could be avoided?

Dr. WYSONG. One way of avoiding it would be by protecting the information in a test. In other words, keeping it as a restricted instrument that no one would have access to. Similar to the way that maybe some of the tests are used for college admissions, and so forth, at the present time.

So it would be a control of the test and also then negating a control of people who administer such tests. That might be one way of doing it. It would complicate and raise the cost of such a procedure, but that might be one avenue.

Mr. TOWELL. One other area: You suggest that we collect other data besides the testing, the educational level of parents, the number of one parent homes, and so forth. Don't you feel that a collection of that data is going to be fairly time consuming and complicated and costly?

Dr. WYSONG. Yes. I think the efficiency of such a process would depend upon the availability of already collected data and whether or not the data would be available through census data or other kinds of information that is rather common, I am not sure. I do know that from the data collected in the national assessment of educational progress, they were able to identify educational levels of parents and there is a correlation between levels of education, the higher the education, the higher the scores of the students. So this is one clue that this might be possible.

Miss CHILES. May I comment? I am not a testing expert, but one thing that concerns me a good deal about utilizing a testing program in this manner is that it once again places a great deal of importance in the minds of the people who are participating on the validity of the outcomes of tests.

We know in working with achievement tests and other kinds of tests that we use in school that the information provided is most useful to us in working with the students and most useful to the students in developing self-understanding when it is paired with other kinds of important information, such as his achievement in school, his family situation, the level of mobility and all of these kinds of things.

One of the things that the disadvantaged and minority groups have been very concerned about is that placement in school often is done on the basis of test scores alone for them, many times, with their cultural differences, this is a less valid kind of measure to use for placement and other kinds of information you might be able to secure about the students.

From my own personal opinion and point of view, I am very concerned about using tests in any way because of the kind of attiude that it engenders. If regression tables could be formulated with this other kind of data, most schools have much of that kind of information available, I think it would be quite valid to consider using that kind of information instead of the testing program.

The other part of it is in terms of the reality of the situation that it takes a good deal of time to administer tests. You have to have somebody in the school who is capable of administering tests, able to follow standardized instructions, the kind of climate conducive to that. To be able to get that nationwide would increase the reliability question considerably.

Mr. TOWELL. Have you done any work with using an outside agency outside of the school to administer tests, so you don't have to set up necessarily in every school that might overcome that very problem you talked about?

Miss CHILES. Then you would increase the cost factor appreciably.

Dr. WYSONG. The typical procedure would be for people to participate, primarily because it is for their use. However, there has been contracting with outside groups to go into schools to administer programs, but it would be more costly certainly.

Mr. TOWELL. One other question that concerns me, when you talk about educationally disadvantaged and minority groups, a large part of the problem has been in my opinion a lack of parental involvement in any of the programs that come before this committee.

There was mention a minute ago by somebody of getting parents involved in guidance, and so forth. Would you for a minute or two expand on that portion of the program or programs that are working in some sections of the country?

Miss CHILES. I think, Congressman, we could provide you with some specific information of that sort if you are interested. I am recalling off of the top of my head that I believe we do have a few verified studies that have indicated that in working particularly at elementary level, working with parents as well as teachers and the student does help students to improve in their academic achievement, their behavior patterns in school and what have you.

There are programs which are being utilized in teaching counselors the skills of working more adequately with parents. I think there is also data which indicates that in heavily populated urban and disadvantaged areas, that it takes a total community approach in working with the students to have any appreciable impact.

I think perhaps that is one of the reasons why some of the evidence about special programs, performance contracting, and things of this sort, have not worked because it has been a singular kind of an approach. I am not sure that helps at all, but I think there is emerging some pattern.

Mr. ERPENBACH. I wanted to comment briefly. We have publications in our association which we have produced dealing with counselors and parents working together, communicating the role of counseling and guidance programs to parents, we have identified promising activities across the country, and have them in this particular publication which describes how counselors have worked with parents to communicate their role and do a better job.

We have also used the funds from this program 91-230 to actually fund guidance and counseling activities involving counselors working with groups of parents at the elementary as well as at secondary levels.

We are finding in many of our schools across the country counselors are going on differentiated hours. That is, they may work from noon until 9 at night, 1 day a week, with the express purpose of going on the later hours in the day or on Saturday to be accessible to parents or go out and meet with parents.

We are also funding projects involving extended employment time for counselors in the summer so they may go out and visit parents of incoming freshmen and do an orientation to high school, as well as interpret information we have on the child to parents, and to begin to plan high school schedules, and this kind of thing.

Also one of the concerns we have in States with large city school systems is getting counselors out and working in the community, particularly in disadvantaged areas in which the kids live rather than having the parents come to see the kids at the school, seeing counselors in the school setting which can be a problem.

Parents don't want to go to the schools. But, yes, there is a great deal of activity on the part of school counselors across the country right now including some activities we are funding with title III moneys aimed at counselors and parents working together.

Mr. **Towell.** Has anybody come up with a total concept that looks 5 and 10 years down the road? We have just seen where everybody in the Government went ahead and helped finance many thousands of fine teachers and then we found out that we didn't need so many teachers.

So when we start directing a child, as young as a freshman in high school, and at that point, is anybody looking ahead to areas where we are going nationally to not need perhaps as many engineers or whatever it may be? Does that come into any of your work?

Mr. **Erpenbach.** Yes. One of the associations has a commission presently working on standards for the preparation of school counselors through 1980. Several of our universities have projects funded in terms of developing or revising the counselor education programs to train the kind of workers we envision we are going to need throughout the 1970's.

We also know that we have a shortage of counselors across the country and we do project that this shortage will continue in terms of what we need in the way of projected new counselors and replacements for counselors.

We have this data at least from the record of the U.S. Labor Department through 1980 to go on. We also have the fact that where we used to have money to provide stipends and training programs for preparation of counselors with NDEA which was merged with the professional development act, the number of institutes for preparation of school counselors at a time we have continued demand for counselors has dwindled to the point of being nonexistent. So there is a real paradox.

There is another example where provisions for guidance and counselors which were merged with a block grant approach was completely lost out.

Miss **Chiles.** We are also looking at the projected and continuing changes options for women and a big responsibility for working with girls to help them to better recognize their potentialities and better plan toward a greater variety of options open to them than we have previously done.

Mr. ERPENBACH. Dr. McDonough reminds me of an activity that we presently have going on at our national headquarters which is National Career Information Center and this project is involved presently looking at the demands for all kinds of careers in the future, including, of course, counseling and guidance.

We are generating for our own association purposes information on potential career demands as we look ahead. So we have this data to go on also.

Mr. TOWELL. I thank you very much for appearing before the committee. I am sorry that I wasn't here from the very beginning this morning. I appreciate your appearing before the committee and I will be very interested to read your extended remarks, Doctor.

Dr. Wysong, while you are writing your report to the chairman, if you could expand that into your ideas on the poverty data that we have, going into your total facts and figures, I would appreciate that greatly.

Dr. WYSONG. Concerning the current poverty data?

Mr. TOWELL. Yes.

Miss CHILES. Thank you. We appreciate the opportunity to be here.

[The letter submitted earlier by Chairman PERKINS follows:]

THE COMMONWEALTH OF MASSACHUSETTS,
DEPARTMENT OF EDUCATION,
Boston, February 26, 1973.

Hon. CARL PERKINS,
Chairman, House Education and Labor Committee, House of Representatives, Washington, D.C.

DEAR CONGRESSMAN PERKINS: When legislation was first passed establishing title I under the Elementary and Secondary Education Act I thought it was a noble thing. I still do.

Now for Congress to pass a bill(s) which would eliminate or seriously reduce the effectiveness of title I would be a regressive step. Therefore, I urge your support and influence in maintaining title I as as a vital means for supplying extra funds for poor children.

In Massachusetts alone, thousands of boys and girls have been directly helped by title I services. Moreover, each year since title I has been in existence we (State and local educators) have, I believe, improved our skill in administering programs. It is not an exaggeration to say that Massachusetts title I children are making one month's progress for one month's enrollment in a title I program.

Therefore, I should like to vigorously implore you to do all that you can to see that title I continues; it is a compassionate response to children's needs; and it is in keeping with the generous spirit of America to help the less fortunate by providing them the tools to help themselves.

Sincerely,

ROBERT A. WATSON,
Bureau Director, Curriculum Services.

Mr. TOWELL. The subcommittee is adjourned until 9:30 tomorrow morning.

[Whereupon, at 10:50 a.m., the subcommittee adjourned to reconvene at 9:30 a.m., February 28, 1973.]

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

WEDNESDAY, FEBRUARY 28, 1973

House of Representatives,
General Subcommittee on Education,
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Lehman, Bell, Quie, and Steiger.

Staff members present: John F. Jennings, majority counsel; Christopher Cross, minority legislative associate; and Eydie Gaskins, special assistant.

Chairman **Perkins**. The subcommittee will come to order.

A quorum is present.

We have several witnesses here in connection with title I and to conserve time, I think it would be best to have all of you gentlemen come around the table and make your statements before we question you.

I notice that we have here this morning numerous title I coordinators headed by Dr. Jack W. Hanson, Federal program administrator, State Department of Education, Minnesota, and we will hear from you first, Mr. Hanson.

And the other coordinators are Mr. Robert Lindmuth, Olympia, Wash.; Mr. Manuel Ceja, Sacramento, Calif.; Dr. Lloyd Eldridge, Salt Lake City, Utah; Dr. Robert Jeffrey, Boston, Mass.; Mr. Oliver Himley, Des Moines, Iowa; Mr. Arlie Cox, Columbus, Ohio; Mr. Clarence Morris, Little Rock, Ark.; Dr. John H. Bruce, Frankfurt, Ky.; Mr. Percy Williams, Baltimore, Md.; and Mrs. Jane Holub, Trenton, N.J.

Come around, Mr. Hanson, and make your statement first.

Without objection your prepared statement will be inserted in the record and if you can give the committee your views on the so-called special revenue sharing package in contrast to the categorical programs, we would like to hear your views along that line.

[The prepared statements referred to follow:]

Statement of Jack W. Hanson, Federal Programs Administrator, Minnesota State Department of Education

Chairman Perkins, members of the committee, I am Jack Wm. Hanson, Federal Programs Administrator for the Minnesota State Department of Education. I have had the responsibility for the administration of Title I of the Elementary and Secondary Education Act since January, 1966.

I appreciate the opportunity to testify before this Committee; in my testimony I will speak to those aspects of P.L. 89-10, H.R. 69 and H.R. 16 which relate to the education of disadvantaged children.

Approximately 1,000,000 public and private school children attend elementary and secondary schools in Minnesota's 435 school districts. More than one half of these pupils are concentrated in 40 school districts. The other 500,000 are scattered throughout 395 school districts covering 75,000 square miles.

Although Minnesota has a population of only 3,800,000 our people recognize and accept the responsibility to support public education:

Education is the largest item in the State's budget. Approximately $1,000,000,000 a year is spent on elementary and secondary education costs.

Almost 70 per cent of all costs of education are borne by the State.

Recent changes in the property tax structure do much to achieve equalization of education regardless of the district's tax base.

State law mandates special support for the education of handicapped children, for innovative and experimental programs, for desegregation efforts and for school districts with large numbers of children from families receiving AFDC payments.

Per pupil expenditures in Minnesota exceed $1,000 for elementary and secondary education.

This evidence of public concern for excellence in education has had visible results:

In nationally recognized measures of educational excellence (Iowa Test of Basic Skills, Stanford Achievement Test and the California Test of Basic Skills), Minnesota's pupils consistently rank near the top.

The proportion of pupils who graduate from high school is the highest in the nation and has been so for several years.

Minnesotans as a group make the highest showing on the selective service lists.

Two out of three Minnesota high school graduates go on to some form of post-secondary education.

But in spite of this concern, this support, and this excellence, our schools are failing to teach a significant proportion of the children in Minnesota classrooms.

All States realized that they had school populations who, after spending 12 years in classrooms, were still basically illiterate. In 1965, this national concern was addressed by the Congress. For the first time, sizable fiscal resources of the Federal government were directed at improving the educational oportunities of a specific group of elementary-secondary-aged pupils.

Superintendents of schools in Minnesota are pretty much in agreement that a strong need exists for the continuation of Title I, ESEA, that Title I does work, and that in the foreseeable future there are no possibilities of obtaining the additional resources needed to address the special needs of educationally disadvantaged children from sources other than the Federal government. If the efforts of the past seven years are not to be lost, federal support of disadvantaged pupils must continue.

Nearly seven years ago we defined a Title I eligible child as one who was achieving a year or more below grade level in basic skills or a younger child who upon the best evidence available would be achieving a year more below grade level in the future unless programs in addition to the regular curriculum were provided. The needs assessment techniques now in use by the schools provide more sophisticated and accurate data to identify children in need of Title I services.

The data now being collected in Title I eligible schools provide evidence about the characteristics of educationally disadvantaged children so that those with the most critical needs may be served.

Most teachers received only the most meager instruction in teaching the educationally disadvantaged child. Their college courses in education were primarily directed toward teaching the average child. This is significant because the best evidence available suggests that teachers fail in their efforts to teach reading to as many as 15 per cent of their pupils. Teachers also fail to effectively teach about the same proportion of children even the most rudimentary arithmetic concepts.

In our state, these pupils are the educationally deprived; they are the Title I eligibles; they are children who sit through a year of schooling making little or no progress; they are frequently turned off by the regular curriculum. These children, without compulsory attendance laws, might not attend school, and frequently absent themselves in spite of the law. They are probably culturally atypical, yet few seem to be brain damaged. They can best be described as reluctant learners. They are children who require special handling. The special handling requires money. For the past seven years, ESEA, Title I has provided the funding for this special handling. In our state, as I am sure is the case in most states, the funds have provided for some marked gains in the learning levels of disadvantaged children.

Minnesota's entitlement under P.L. 89–10 has been between $20 and $25 million for each year of the program. School districts have been required to prepare programs of sufficient size, scope and quality to insure the best possible chance of program success as prerequisites for project approval. In general, our office has not accepted a project for less than $5,000.00 and has for several years, required that $300.00 of supplemental services be provided for each child in the project. Cooperative projects have helped school districts with smaller allocations to effectively provide programs for children who would otherwise not be served.

ESEA, Title I has had some remarkable effects on education in Minnesota. It employs this fiscal year, 1900 full and part-time certificated teachers and 1760 aides. But more important than this, it has served well some 60,000 children annually, all of whom were disadvantaged in a basic skill subject. Nearly 90 per cent of all Title I funds have been spent for reading and mathematics.

Though the evaluation of programs for fiscal 1972 has not been entirely completed—it appears that 75 per cent of the children in reading projects made at least one year's growth in achievement during the year and that a third or more made gains as great as or greater than a year and a half.

It has been suggested that disadvantaged children should be making far greater gains than have been shown because they receive a year of both regular classroom instruction and Title I special help. Critics of Title I maintain that the concentrated services Title I children have received have merely held the line in terms of educational progress, and that Title I has done little to enable children to achieve at the level of their age mates. This criticism fails to consider the basic problem of dealing with a disadvantaged child: that of "turning him back on" to education after both he and his family have had few positive or rewarding experiences with the school system.

Title I has sought to do something that has never been done before—to teach the child who in previous years was allowed to sit through year after year of classroom instruction without being taught to read or cipher.

Title I has sought to do something that had been done before—to reach the child who heretofore has received from education only minimal consideration. Until the educationally disadvantaged have had successful school experiences and themselves become the parents of children for whom they wish educational success, there will be a need for continuation of excellent programs of compensatory education. We would hope that Congress would recognize the need for special programs for the educationally disadvantaged, and the uniqueness of the Title I effort.

Our state has found that efforts to involve parents in the learning experiences of their children are essential to the elimination of the cyclical effect of educational disadvantagement. A small grant from the federal government helped us launch a parent movement that has been valuable. However, many parents of educationally deprived children are themselves the product of the same meager eductional programs available to their children, prior to Title I. While they are willing to meet to help consider the educational problems of their children, they do not belong to the power structure of the community, and only the strength of the Title I law, Office of Education regulations, and the administrative arm of the State Education Agency keeps them in a position to make their wishes known to the school.

Funds available for Title I state administration have never been adequate to meet commitments for technical assistance, program monitoring and evaluation. No doubt states of smaller geographic area and a concentrated population are able to administer Title I more effectively on the limited amount of funds now available. Late funding has made program planning quite difficult. The current questions on funding levels and the possibility of termination of the legislation has caused real concern among parents of Title I children, their teachers, and others interested in the Title I effort.

The amount of money available to Minnesota under Title I has not been sufficient to provide programs for even half of the children in need of them. The rising costs of education have required many school districts to cut back on programs where their entitlement has remained stable or been reduced over the years.

From my testimony it should be obvious that in our state, Title I is meeting its commitment to serve educationally disadvantaged pupils. Parents of the disadvantaged are beginning to learn their role in the educational process affecting their children. Educators are on the threshold of knowing how to reach the reluctant learner. Teachers are being trained in methods of responding to the individual problem of the disadvantaged child as the result of a significant expenditure of Title I funds for their in-service education. The significant gain that pupils have made over the past several years as the result of Title I funding must not be allowed to be dissipated.

I am also fearful that without sufficient federal funding to meet the needs of disadvantaged pupils, school districts, because of economic pressure, will be forced to abandon their Title I efforts.

The economic pressures on states and local government subdivisions are enormous; the need for federal help remains. The only way that all schools could conceivably provide the kind of equality in education indicated by the Serrano decision would be through federal assistance. H.R. 16 could provide the basis for this equality in educational opportunities while accepting as first priority the need to provide funds for compensatory-education programs in sufficient amounts to make a real impact upon educational disadvantagement.

As we see it in Minnesota, H.R. 16 would provide funds for the general improvement of educational opportunities for all elementary and secondary children.

Aid for general education and Title I are not, as I see them, compatible concepts. The one is general funding for the common good and the other a specific categorical program for a definite population and purpose.

We would endorse general aid only if it were assumed that funds would be available in addition to the categorical aid now provided by Title I. Title I categorical aids must be funded at a level which will permit the states and local educational agencies to more nearly meet the needs of all disadvantaged children before funds for the general support of education are authorized.

STATEMENT BY THOMAS A. MURRAY, PH. D., ASSISTANT ADMINISTRATOR, TITLE I, STATE OF MINNESOTA

Mr. Chairman and members of the committee, I strongly support a continuation of Title I legislation as a separate categorical entity for the forseeable future. The revisions of the formula for allocation of funds among school districts as stated in HR 69 would present funding problems for local school districts. Mr. Jack Wm. Hanson, Title I Administrator for Minnesota, speaks to these problems in his testimony. However, amending Title I legislation with a Part B for state agency programs would strengthen Title I. Current funding patterns tend to pit advocates of one disadvantaged group against another.

I am in agreement with Congressman Perkins' statement (Congressional Record, January 18, 1973) that funding for support of supplementary compensatory education programs for educationally deprived children must remain the first responsibility of the Federal Government in the field of elementary and secondary education. Compensatory education must remain categorical for the forseeable future and must exist separate from any general revenue sharing effort in education. Educationally deprived children and the educational problems they represent almost always receive the lowest priority rating in state and local decisions concerning resource allocation.

Historically, the task of elementary and secondary education has been to educate a limited number of children for skilled and professional roles in society. As a result, educators were often unconcerned about those who made little progress. However, in recent years our society has been unable to find constructive places for large numbers of unskilled and under-educated people. In the 1960's, it was recognized that the task of education was to effectively educate all children. Title I represents the first major commitment to this very difficult task by recognizing the impact of concentrations of educationally deprived children on the ability of local school districts to provide the necessary supplementary services in their behalf.

It has been estimated that in Minnesota alone—a state which ranks high in educational quality—there may be more than 120,000 educationally deprived children out of a total of approximately one million school age children. These are children who are not making adequate progress in relation to their age mates. Poverty, cultural predispositions which are at variance with the values and expectations of the school and repeated school failure are the major contributory factors. Educationally deprived children represent problems which are extremely difficult to resolve through the use of traditional educational approaches. Title I has provided resources with which to seek new alternatives and approaches.

Criticism of Title I is weighted with evidence from the initial years of its implementation. However, it should be noted that never before has such a massive, sophisticated effort been undertaken in behalf of deprived children. Since the lag between the development of new educational approaches and their acceptance by large numbers of school districts has always been great, implementation problems should not have been unexpected. Moreover, requirements such as target school identification, comprehensive needs assessment, performance objectives and program budgeting represent concepts in education which were little understood and rarely practiced prior to 1965.

Recent developments in Minnesota's experience with Title I argue for a continuation at higher funding levels and should do much to answer a declining number of critics. During the first years of Title I there were no districts with projects containing performance objectives. Data from the 1970–71 school year show that almost half of the applicant districts had such objectives. Evaluation data for that school year show that 40 percent of the participating children made more than a one year gain in reading. Ninety-three percent experienced measurable gains. The data are similar for mathematics. Minnesota's emphasis on early intervention (grades 1–3) appears to be yielding promising results. Minnesota has a rapidly growing number of replicable projects but our efforts at dissemination are greatly hampered by the serious lack of state administration funds for data collection and dissemination.

Minnesota has recently developed a revised management system which holds considerable promise for the future. It will effectively meet most, if not all, of the present legislative requirements and will yield sufficient evidence at the state level concerning major accountability questions. Basic to this process are the procedures in our revised application form and materials. The forms (included as an appendix to this testimony) are used as a management tool rather than a simple statement of assurances.

Careful study of educational literature and practice has resulted in the development of a uniform process for conducting a comprehensive educational needs assessment. This allows for uniform data collection from all participating districts. It is the data base used for insuring that the most seriously deprived children receive the highest priority for service. The needs assessment process also allows for uniform performance criteria objectives and evaluation techniques. Data collection problems will be greatly reduced, possibilities for replication studies enhanced and hard evidence about the impact of this program on children will be of greater practical value for decision makers at all levels. Perhaps the most impressive result will be found in insuring that evidence will become available to show that "those educationally deprived children who have the greatest need for assistance" are receiving direct, concentrated services. This has been a primary requirement of Title I but until now there has been little evidence about its effective implementation. Procedures incorporated in our application process have been tested in Minnesota's child-caring institutions for several years and have resulted in many of our programs receiving national acclaim.

In my contacts with school officials, both in Minnesota and nationally, two major problems constantly arise. These include funding and the possible effects of revenue sharing on Title I. Minnesota has found that an investment of about $300 per child in supplementary funds is necessary to show practical results. Therefore we are only able to serve some 40,000 children, primarily in grades 1 through 3. Funds do not allow for serving great numbers of children in grades 4 through 6, particularly in fast-growing suburban districts. Programs at the junior and senior high school are essentially non-existent. Most of the criticism received by our office about Title I in the past year results from inadequate funding. There are substantial numbers of deprived children and there is evidence of their concentration in low-income areas where these exist as substantial pockets. However, the problems of educationally deprived children are of a very low priority rating in school districts due to increasingly scarce resources and the lack of political power of parents of such children in school board decisions. Title I remains the only viable hope for such children.

Revenue sharing which would allow states and local communities to decide who deprived children are and how they can best be served would seriously undermine the substantial progress of seven years under Title I. Local pressures from various groups would at best result in a dilution of funds with a corresponding drop in impact. Worse still, local definitions and priorities would likely result in not infrequent diversion of funds to other areas of education as a response to competing pressures and in some instances a pervasive lack of concern for educationally deprived children.

Children living in institutions would fare even worse. Viable education programs for such children were practically non-existent prior to Title I. It has only been through Title I that educators are growing in their concern for such children. "Out of sight, out of mind" would again become the prevailing attitude toward such children.

It is hard to see how children of migratory farm workers would be considered at all under state and local revenue sharing decisions since they are only in our state for a brief period. Through Title I we have been able to develop meaningful inter-state, continuous educational programs for many such children. However, since they do not reside in our state for long periods during the regular school year it is difficult to imagine how they would receive any consideration under educational revenue sharing. This is not intended to suggest that educational revenue sharing is not desirable, but that it must not be allowed to exist at the expense of educationally deprived children and depressed school districts.

Stronger Federal support for state and local education is needed more than ever before. The provisions of H.R. 16 are very exciting, necessary and desirable. As a taxpayer with children in regular elementary and secondary school I welcome and support the provisions of H.R. 16. The possibilities of financial relief on local property taxes it promises and its requirement for accountability and measurable improvements in pupil performance are laudable and quite necessary. Seven years of Title I has resulted in significant educational change. The addition of H.R. 16 promises even greater changes in behalf of the nations' children. The provisions of H.R. 16 deserve the support of taxpayers and educators alike. I am particularly pleased to note that H.R. 16 as a companion measure to Title I has built-in insurances that educationally deprived children and disadvantaged school districts remain the first priority of this Congress.

In closing I would like to comment in a very personal vein. My family was quite poor. I was seriously educationally deprived, became delinquent and dropped out of school. I have lived in "across the tracks" situations in small towns as well as a large city slum. By the time I was seven I had clarified for myself, my relationship to schools and other agencies: a failure without any chance of success. Were it not for a federally funded rehabilitation program which assisted me at the age of 22 I would still be a tax user rather than a taxpayer. The program offered financial, educational and moral support without which I might never have broken the cycle of despair and lack of hope which oppresses many people in similar circumstances. For too many deprived children, programs such as Title I are their primary source of hope for the future. My problems and those of others like me are categorical and not easily understood. They require a specific, client-centered response to be effective. Title I is one such person. It deserves greater support.

STATEMENT OF JACK W. HANSON, FEDERAL PROGRAMS ADMINISTRATOR, STATE DEPARTMENT OF EDUCATION, MINNESOTA, ACCOMPANIED BY THOMAS A. MURRAY, PH. D., ASSISTANT ADMINISTRATOR, TITLE I, STATE OF MINNESOTA

Mr. HANSON. Chairman Perkins and members of the committee, I am Jack William Hanson, Federal programs administrator for the Minnesota State Department of Education. I have had the responsibility for the administration of title I of the Elementary and Secondary Education Act since January 1966.

In going to the question that you presented, Chairman Perkins, we have in the statement some comments pertaining to revenue sharing.

We would endorse general aid revenue sharing, whatever the title would be, only if it were assumed that funds would be available in addition to categorical aid now by title I.

Title I funds must be funded at a level to permit States and local educational agencies meet the needs of disadvantaged children before funds for general education are authorized.

Chairman PERKINS. Let me ask you, Dr. Hanson, as the Federal program administrator, have the results that you have obtained, the achievement results from title I been satisfactory?

Mr. HANSON. The achievement results in Minnesota, I think have been exemplary.

As you know they have been under fire nationally. We are not going far enough fast enough with educationally disadvantaged children.

There are people who say when we make a year's progress, we are only maintaining a constant level of retardation.

Chairman PERKINS. You feel that so much of the criticism to title I is due to the fact that for the first few years, they are scattered to such a great degree, contrasted in late years where we have zeroed in on math, reading, and subjects of that nature.

Am I correct in that assumption?

Mr. HANSON. I think this is a very correct assumption. We are still being criticized for problems that existed in title I several years ago. Some of the studies that have been made to damn title I are using obsolete data.

Chairman PERKINS. That is correct. Ninety percent of them are using obsolete data.

Mr. HANSON. Minnesota has concentrated $300 per eligible child.

Chairman PERKINS. That is a remarkable program in my judgment.

Now, the studies that we have made, our own committee studies, show that the school people throughout the country by and large feel that the achievement from the results of title I have been very good in the past 2 years partcularly more so than ever before.

We have run these studies every year. But we are vitally concerned about the distribution of funds this year when we consider having to get an appropriation of more than a billion and a half dollars for title I, and I know we have so some good friends on this committee that have even suggested that the funds be distributed on the test score basis.

The legislation is going to be introduced along that line. I am wondering how the States would fare and how we can more equitably distribute the funds on one and a half billion dollars, assuming that we have no more funding from the Federal level.

It would take approximately $3 billion today under the 1970 census figures for us to get the same amount of money in Kentucky that we are presently receiving under one and a half billion.

Do you have any views along this line where you could give us a little guidance on distribution of the money?

Mr. HANSON. Yes, I do but if I may I would like to introduce Dr. Thomas Murray, assistant title I administrator.

Dr. MURRAY. Thank you, Mr. Chairman.

Using test scores in title I, the studies show, plus experience of the schools, that presently not all children are tested every year, nor are they tested at every grade level, and one of the problems we have in Minnesota, when we are writing performance objectives, is that in doing needs assessment with our revised management system, we cannot get test score data on all children. Schools normally test at various levels and some schools test every child, others don't.

Chairman PERKINS. What concerns me about trying to distribute funds on a test-score basis is whether we would reach the most disadvantaged. I know that some people will argue that we will reach the most disadvantaged first, but every State would have a different program and make a different determination, just like the so-called AFDC census in my judgment.

But unless you had a national test score under one national act, a national test program to give the same test over the country, then in my opinion teachers could teach for that test.

I am of the opinion they could. So that is another worry that I have about test scores.

But would we reach the disadvantaged under the various test scores or would we better reach the disadvantaged under a national test scoring accommodation?

Dr. MURRAY. Using standardized test scores inasmuch as teachers really don't use scores in standardized achievement tests very highly in their evaluation of student programs, since we are also to individualized instruction, we don't necessarily have an educational problem if you are below grade level on a standardized test.

You do, however, have a problem if you are a year or more below grade level on standardized tests and your teacher is sending home on report cards D and F for negative reporting of your progress.

If you are what a teacher who believes you can't learn——

Chairman PERKINS. I think in most instances there is a correlation, that there is connection between low scores and disadvantaged youngsters by and large, but I feel that if we resorted to that formula in distributing funds, it would be a most haphazard way to distribute them and there is no way for us to do that for fiscal 1974.

Am I correct?

Dr. MURRAY. I would not see it being able to happen in fiscal year 1974. I would have to know more about the specifics of the testing program in order to comment.

I understand that there is going to be legislation introduced using criterion reference testing on a national sample but I am afraid I don't know enough about that proposal to really comment intelligently.

Mr. QUIE. Will the gentleman yield?

Chairman PERKINS. Yes.

Mr. QUIE. Your questions caused me to get into this whole thing. Let us assume that you are right, Mr. Chairman, that this was haphazard.

How could anything be more haphazard than the present distribution formula?

Chairman PERKINS. Let me say to my good friend that we reached the disadvantaged under the 1960 census on an income level all over the country and invariably the youngsters with the low income are the disadvantaged or the most disadvantaged, and that has been to my way of thinking the most equitable way to distribute the funds and still happens to be the most equitable way.

But the reason we are trying to get away from that thing is to save dollars today. That in my judgment is the administration's viewpoint because due to the shift in population we cannot afford to let any State have less than they have been receiving in the past, and the shift in the population according to the 1970 census figures would require approximately $3 billion to let the States like Kentucky receive as much as they are presently receiving.

If we could get that appropriation, that is the best way to go today in my opinion.

Mr. QUIE. Mr. Chairman, let me explain it this way: In Kentucky, as in every other State, there are some kids who can't read. Not all of those kids come from families with incomes below $2,000 or $3,000.

Chairman PERKINS. That is correct.

Mr. QUIE. Some come from families with incomes of over $6,000. Those are the most educationally disadvantaged. You see the poor child who can read at grade level is not disadvantaged. It doesn't make any sense to me to distribute the money based on the fact that they are poor. Sure there is a higher percentage of educationally disadvantaged among the poor but not all poor or wealthy kids are educationally disadvantaged.

Chairman **Perkins**. Not all poor and not all wealthy. All of us know that the greatest percentage happen to be in the category of low income, from studies we have had.

Mr. **Quie**. You show me the studies.

Chairman **Perkins**. We have the studies.

Mr. **Quie**. I haven't seen them yet. The interesting thing is that so many people talk about that but they don't conduct the studies. You can't get them to conduct the studies. The only thing I have seen was the study that Gene Glass did which indicates, and I remember those figures, that of the kids with severe reading difficulty, 21 percent were from families with incomes below $3,000, 44 percent were from families between $3,000 and $6,000, and 35 percent were from families above $6,000.

That means when you use the $2,000 figures as we have been doing in the past, we haven't been reaching 21 percent.

Chairman **Perkins**. We have numerous studies that show 80 percent of the disadvantaged are within the poverty figure groups.

Mr. **Quie**. I would love to see those studies.

Mr. **Lehman**. May I say something Mr. Chairman, that a poor child can read at grade level and still be educationally and culturally deprived if he goes home to his house, there are no books.

There are other essential factors to make up a completely well rounded environment which are available to the American middle class child. If this occasional or minority of deprived children are reading at grade level, they still need reinforcement to stay in that level and not become discouraged and frustrated.

I think this is very important because you can bring a child to grade level and you send him back to the deprived neighborhood and if you don't fight to keep him up there, he is not going to stay there.

Mr. **Quie**. Dr. Murray, we have an assumption that the only reason why poor kids are educationally disadvantaged is because they don't have books in the home. That is a cause, but I think it is only one small part of it.

May I ask, Dr. Murray, what you feel are the causes of a child not staying up at grade level. They start out at first grade and nobody knows whether they are at grade level or not then.

Dr. **Murray**. I don't like to talk about causes because that talks about the problem existing within the child and I think a large part of the problem exists in the school that serves him, both in teacher skills and curriculum.

I think that in my testimony I stated that what I considered to be the three major contributory factors to educational deprivation are poverty where that exists at discernible poverty in a community but also those children whose cultural predispositions are at variance with expectations of the school and those children who really have a motivation to learn but their first experiences in school are failure experiences.

This sets up a vicious circle which gets them increasingly in trouble. I think it is interesting to note in this connection that we really don't have in this country in our educational system very many educatable retarded children until fourth grade.

At fourth grade a child is 9 years old and he is old enough to act out his failures. So the incidents level of handicapped children go up at grade 4.

I think there is not a single cause. There are contributory factors and poverty is one but there are others and these generate just as much from the school as they do from the home of the child.

Our schools have recognized that the task of education is to educate all children but we still behave in ways which assume that the task of the school is to continue like we did in the thirties and forties to educate a limited number of youngsters for skilled trades and professions.

We haven't really changed our behavior much yet.

Mr. QUIE. I will get at the rest of my questions later.

Chairman PERKINS. All right.

I want to know what recommendations or suggestions you have for the committee in the way of distributing the funds to reach the youngsters that we intend to reach over the Nation as an improvement over the present distribution formula?

Or would you rather see us just make a pitch and try to get $3 billion appropriated so we can reach all of these children in the country?

Dr. MURRAY. I think there ought to be a floor provision no matter what formula we go to.

Chairman PERKINS. Give us the provision you have in mind. Give us the suggestion.

Dr. MURRAY. I think I would rather defer that question to Mr. Hanson.

Mr. HANSON. It seems to me that the provisions you have in your bill, Chairman Perkins, H.R. 69, I think you have it down to districts, but I would submit we ought to at least have a floor that no State gets less than they got in fiscal year 1972 because otherwise we are going to break continuity of program.

The children that schools have been working to in title I programs may or may not have a program next year unless there is some kind of a floor and if there is going to be a major redistribution shuffling of money among States and within States, it seems to me this is going to be a terrible disservice to children who are now in programs.

Chairman PERKINS. I agree wholeheartedly with that statement. You have to have a floor.

Dr. HANSON. There should be a floor and if there is going to be a shift in the way that the money is distributed, then it ought to be rather gradual so that schools can make plans to better utilize the funds at their disposal.

Of course talking about funding, if the Congress——

Chairman PERKINS. We will argue that among ourselves.

Now if I understand you correctly, and I yield to my colleague, Mr. Quie, at this point, he states that we need a floor. He has suggested that any revision be gradual so we will not disturb on-going programs.

Mr. QUIE. That is right. I believe that we have to begin testing kids and provide the money to anybody who is educationally disadvantaged. I don't care what their income is. And if you want to get more money into education, you have to have somebody with political clout asking for it.

Now you distribute money to families of $2,000 or less.

Mr. **Hanson.** No; we don't distribute—we distribute, the money gets out in the school district on that basis.

Mr. **Quie.** It is based on historical census of $2,000 income and AFDC.

What kind of political clout do kids have? The people with political clout are people with higher incomes. Their kids aren't counted. They may know that if they go to target school their kids can benefit from it, but they aren't counted.

Why do they care whether we increase the money above a billion 500 million or not. If we provided a program to reach every child who was educationally disadvantaged, we could reach the kids who need help. With testing which is being perfected now, it would take lead time until fiscal year 1975 to put it into effect.

If we don't help those kids, they are going to be a Federal burden, a welfare burden, or in a manpower retraining program. It can be an economical problem.

This study in front of me indicates a high percentage of kids who are from families with less than $2,000 income, do have severe educational difficulties. The study I have here shows that in reading, 68.47 percent of those kinds in families below $2,000 income have severe reading difficulty; in the income level between $2,000 and $3,200, 58 percent have; in the level between $3,200 and $4,400, 48 percent have; in the level between $4,400 and $9,600, 39 percent have, and between $9,600 and $12,800, 36 percent have severe reading difficulty.

You see, when you get up to $12,000 income, a third of them are having severe reading difficulty and need compensatory education. We are not beginning to reach the kids who need the help.

I was really impressed when Mr. Murray indicated that the school is at fault, that teachers are the fault of it; not just the home environment. We have to have programs that will enable schools to upgrade their teachers and provide additional training. You can't blame the teachers out there who did not have the training in the teacher training institutions.

If they have the education, they are open enough to learn how to do it right, too. I think at this time, Mr. Chairman, we are in a different position than we were in 1965. In 1965 we didn't know who the educationally disadvantaged were really. We were shooting in the dark knowing something was wrong and we ought to do something. I think Congress did the best we could. I think we have learned so much now that we ought to base our new legislation on what we have learned.

That is my speech, not my question, but I will yield.

Chairman **Perkins.** I don't think there is any inconsistency in my argument and those figures. They just show that the lower the income, the more disadvantaged you happen to be. That is a strong corollary and it has always been and that is what all of the studies indicate. But if you shifted, you would be with the same amount of money taking money away from hundreds of thousands of educationally deprived children that are presently receiving help.

Mr. **Quie.** No. Because you see, right now, as Jack Hanson indicated, when the money gets to the school, you don't limit it to those poor kids. You help anybody who needs help. So if we are helping them in the target school, why not count all of those kids and get the help to them wherever they are?

If you use only the poverty figure, you don't know where they are. You have seen how inaccurate this program was when in Minnesota there was a 58-percent reduction between the 1960 census and 1970 census in number of kids that come from families of $2,000 or less. In fact, there is about the same number of kids now from families of $4,000 or less in the 1970 census.

We have gone 4 years past that.

Chairman **Perkins**. Don't you feel that before we adopt the Quie approach, the testing formula, that we should have a limited testing program in some school in the country before we go to it on a national basis, a little demonstration project before we go in that direction? What is your judgment along that line, Mr. Hanson?

Mr. **Hanson**. We are quite concerned that there would have to be leadtime if there were going to be any kind of testing program that would allocate the funds.

In the meantime the inequities that do exist in census low income data in terms of distributing money at least gives us a handle on allocating the money to the States and though we are all aware there isn't a 1 to 1 relationship between educational disadvantagement and a low income, there is a very positive correlation and we can look to our target area designation materials in Minnesota and driving around the State and within school districts, find the low income attendance areas are the attendance areas that have the largest number of educationally disadvantaged children.

In massing program, in massing dollars on children and limiting the number of attendance units in which title I activity can be conducted, we feel we are getting back for the buck.

We are getting more help for more children than we could if it were to be distributed generally across the State.

Unless there were to be more money, we could not serve any more children in Minnesota than we are right now. The fact that there are children attending schools that are not target areas that are educationally disadvantaged is a fact of the financial crunch.

There isn't enough money to spread over all of the children who need help.

Dr. **Murray**. May I speak to my frustration?

We have a management system in Minnesota which is a fair system and it involves a comprehensive educational assessment over all grade levels in all school districts and buildings in the State who are eligible to participate.

My big frustration is that now we can become accountable with high comparable evidence and yet we are serving so few kids in Minnesota because we have to concentrate the funds or we don't get any impact, but most of our programs are going in grades 1 through 3.

There are some that being through grade 6. We have almost no programs at junior high school level where they are desperately needed. We have no programs at senior high level with the exception of the large cities and our basic problem really is funding levels.

There are in any school about 20 and some people say 30 percent of the youngsters who are having serious difficulty in school and some of those kids are affluent. But we can't serve even half of those kids at the present funding figures.

I haven't been taking a look at the nuts and bolts of Congressman Quie's approach. I would be very interested in doing that. But I still come back to the same frustration. We don't have enough money now even with target school administration. We could through the nondillution factor serve children in nontarget schools if we had the funds to take care of those kids who need help.

Under any formula distribution we don't have enough money.

Chairman PERKINS. You are making it plain to this committee that your chief problem today is inadequacy of funds where you know you have the target schools in your State.

Dr. MURRAY. One community that I talked with. if they had had full funding, they could have served educationally deprived children in nontarget schools under the nondilution clause in the Federal regulation. We don't have the money. We can't serve all of the educationally deprived children that are showing up in our elementary schools.

Chairman PERKINS. Let me make this observation in the presence of all of these coordinators here this morning. I would like to vote out a general Federal aid to education bill today but I think all of us will agree, and the national leaders, NEA, and other people have so testified, that we first ought to protect title I, the disadvantaged, and get our priorities in order.

Before we could go to general aid, we would have to peg title I at a certain number of dollars, $3 billion or whatever it should be before we go to general aid to protect it and not let it get merged and destroy all of the ongoing programs.

Now it is going to be most difficult, if not impossible, to get that type of funding and I would think the way the administration is cutting back that they are going to oppose the general aid to education bill at this time.

I just don't know. I may be wrong. I know they are proposing the special revenue-sharing bill.

At any rate, I think it is time for the title I people to get their heads together and begin to sit down in a corner and arrive at some type of consensus to try to give us the best guidance possible as to how we can continue to better serve the disadvantaged in the country and we are needing all of your suggestions because we don't want to write some legislation that will destroy the ongoing programs and keep any State from going forward unless you target in on the most disadvantaged.

I am going to turn this meeting over to my colleague here in a moment.

Mr. QUIE. I want to ask some questions.

When you talk about aiding the most disadvantaged first, which I agree we ought to, perhaps the most disadvantaged are handicapped kids. What is happening now in reaching the handicapped kids with title I money in Minnesota?

Dr. MURRAY. We, under Federal regulation, were able to assist school districts that were unable, using their own funds, to implement our law.

We have a mandated law in Minnesota. The numbers of handicapped kids receiving service which increased from 1,600 in the State for learning disability type to 16,000 in title I, was a major influence in that.

Now, the local school districts are assuming that responsibility on their own and with the exception of State agency programs for the handicapped and neglected and delinquent public schools will be carrying out that mandated law.

In a number of other States there are handicapped children being served in title I where their States do not mandate their services.

Mr. QUIE. Because the State mandated services for handicapped children, they are now no longer eligible for title I money. Is that why the local school has to pay for it themselves?

Dr. MURRAY. If the local school district, in their needs assessment, if they are funding their own program with local and State money and some of the kids going through that special education program are not making good progress and on a needs assessment show up needing help, if the district can't afford it, we can help them out with those youngsters.

But the primary responsibility in Minnesota is on the local school districts to provide those services and make special State aids available. This is not the case in every state in the union.

Mr. QUIE. If the primary responsibility is on the local school district, and if you had not passed that legislation, then those programs would have been eligible for title I; is that right?

Mr. HANSON. If we didn't have the State mandated programs, if school districts had no special programs for handicapped children, then our needs assessment instrument would be somewhat different so we would be picking up other forms of handicapped in addition to reading and mathmatics.

Dr. MURRAY. We would be serving many, many handicapped children if it were not for our State mandated laws.

Mr. HANSON. We would not be violating the regulation if we used a school district to use title I money to pick up programs that should by law be taken care of by local support.

Mr. QUIE. I feel that is an unfair aspect of the law, that it is an inducement against the States assuming responsibilities. If you didn't do it you would get more title I money in those programs.

It seems to me title I money ought to be used to pay those costs of education over and above the normal cost of education. If a State makes education for the handicapped mandatory, you should not then be cut off from title I money.

Mr. HANSON. They can still use title I money over and above the State minimum program if needs assessment shows.

Mr. QUIE. I visited one of the schools which has a program for trainable retarded and found out they can't use any title I money for that program.

Dr. MURRAY. That is a State agency program. At Fairbolt and that is a very distressing fact. The only programs that are eligible under the Public Law 89-313 amendment are those operated or supported by a State agency. When our legislature made trainable programs mandatory and assigned responsibility to the school district of residence of each institution, they become public school programs rather than State agency and thereby are ineligible and I think it is kind of tragic too because we have had some excellent nationally renowned projects in those institutions and there are going to be a group of kids, about 25 percent of those kids in that program are not making progress and need help over and above, but it is that quirk in the law which says State operated or State supported which keeps them from being eligible.

Mr. QUIE. How accurate, do you think, is your assessment of student needs in Minnesota?

Dr. MURRAY. In-grades can through six, I would say we can be about 80 percent sure that in the eligible attendance areas throughout our State, we are getting for the first time evidence to show those educationally deprived children who are in greatest need of assistance.

I think it is a very effective instrument. Teachers have a very intimate knowledge of children. I think there is high correspondence between the needs assessment data and the kind of information communicated to parents about the programs the children are taking in school.

Mr. QUIE. And you say that is statewide?

Dr. MURRAY. Statewide. We will be able to have uniform answer criteria objectives in every project so that projects will be replica.

We will be able to report data of a management nature to decisionmakers, both here in Congress and in the Office of Education and anybody else. And we will be able to be held accountable.

Mr. QUIE. Ninety percent accurate seems a lot better than our present distribution of title I, using income factors, since we have proven according to the change in the census information how far off it was.

Nevada has 25 percent more children from families with $2,000 or less in 1970 than they had in 1960. In Minnesota our own State has 58 percent fewer. North Carolina 69 percent fewer.

The same inaccuracy exists within States because you distribute money to the counties based on the Census.

There was one community that has never been poor in Minnesota, but it just did not happen to have any rain at the crucial time in 1959 when the income information was developed. It began receiving benefits from title I and continued all of these years, because of the holes in the clouds in 1959.

That can vary in rural communities. Other things vary in the cities as well. There have been in some cities some rapid changes, too, where people with definite educational handicaps have moved into center cities. Unless they go on welfare, or if they didn't earn more than $2,000, they are not counted.

One thing I have learned about Mexican Americans is that they don't tend to go on welfare and, therefore, don't get counted.

I can't see anything more unfair than that system we are using now.

I am pleased to see that you indicate that you could find 90 percent accuracy in the way you are determining educational achievement in those first six grades. The State of Michigan was in here and indicated the same thing. It is fascinating looking at the Fleischman study in New York as well.

If we did prove that we could distribute the money quite accurately based on testing and we had enough leadtime so it did not disrupt the operations, do you think that that would be an acceptable way?

Dr. MURRAY. I don't think it would be necessarily an unacceptable way. I am intrigued by the idea. I don't know how it would work. I would have to take a look at it. I have talked about this idea with our Federal program coordinator, Mr. Ed Cain in Minnesota.

I have some problems with criterion reference testing but the idea certainly intrigues me. I think if we did the kind of needs assessment that we have in Minnesota now, I think in those communities that now have target schools, if we just did it on educational assessment and included every elementary school within the district, we would still find ourselves zeroed in on pretty much the same buildings we are in now.

And it would be a fair system. For example, we are serving fewer children who attend nonpublic schools this year than we did before because their needs were not as great and they understood this and they thought it was fair so we have no problems there.

We have taken it out of the political realm that it has so often got into in the past 6 years but the basic problem again would be, you would have target schools based on educational need but there would still be about 20 percent of the kids in a nontarget school who would have needs but we would not have enough money to get to them.

Mr. QUIE. Because the money goes to target schools where there is a high percentage of poverty existing, suppose you had a target school of 400 children and 40 percent of them were poor and 50 percent of them were educationally disadvantaged, meaning 200 children. Then you had another school of 800 children and the percentage was way down on the number of poor, but there were 200 children or one-fourth who were educationally disadvantaged.

Why should one school receive it and not the other? Aren't they both equally educationally disadvantaged?

Dr. MURRAY. It is an interesting question and I have a hard time handling it because I keep thinking about the situation we have right now. In a school district that I have mentioned to you they had a similar kind of a problem and if we had full funding rather than $150 per child we get now, if we had 508 that would be minimum per pupil grant under title I, we could serve the kids in two schools.

However, there is another fact that even if we went on educational need, we would have to put concentrated doses of funds and services into one of those schools because you can't spread the money too thin.

I think this is one of the temptations that professional educators have. They look at the need of the school building more than they oftentime look at the needs of kids and they say, OK, if we are going to give this building so much money, we are going to have to give the other building so much money too, and it spreads the money too thinly and you don't get any impact.

I like the provision in title I that says you have to have sizes, scope and quality and concentrated services. We do it either way in Minnesota but we would still run out of money.

I think I said before you got here that we are not able at all to go to junior high school and serve those kids and they desperately need it.

Mr. QUIE. That is why I said that if you are going to just count in the formula kids of families of $2,000 or less and poverty children who don't have any political clout, you are not going to get money. You have to count the kids from families who have political clout before you will see money coming through here.

I am convinced the Federal Government will have to spend substantially more money. Most of you gentlemen agreed with the Chairman that you ought to provide compensatory education for the kids who need it before going to general aid, is that correct?

Mr. HANSON. Yes, this is the first statement I made in my testimony, that we would be very much in favor of Federal help for general education but only after we have taken care of compensatory aid.

Mr. QUIE. That is not the $1½ billion worth of compensatory education. That means taking care of the compensatory needs where they exist, right?

Mr. **Hanson**. Yes.

Mr. **Quie**. How are you going to do that unless you count the educationally disadvantaged children who come from families above $2,000 or $3,000 or $4,000?

Dr. **Murray**. Then whatever system is worked out must be made a part of the law so that all States follow it. I think if we leave it up to individual States to define what an educationally deprived child is and how best to serve him, it works to a disadvantage because there are too many pressures on local superintendents to divert funds.

Mr. **Quie**. Another thing working for our advantage right now is that there is national assessment going on. Because of the fear of national assessment when this was initiated, the testing is not done by States, but it is done by region. People don't like to be shown up, evidently, but these are criterion-based tests. There is no way you can teach against those tests as there is in some of the standard achievement tests perhaps or other tests that have been used.

Also, to make sure that schools don't fudge they do the testing themselves. I imagine there might be a tendency for a school to show that they have lower achievement in order to get more money.

Gallup doesn't ask somebody else to do the poll for him. He sends out the people who are experts to do the polling so there is an accurate determination.

This is what I am basing my confidence on that we can get to that point. Through the experience of national assessment now in distributing the money per State and the experience of some States like Minnesota and Michigan and New York to figure out the best means for distributing the money within the States, we can get to the children needing compensatory education wherever they are.

I assume, since you and other States are working on that, some school people must feel that it has some value.

Dr. **Murray**. I think that we changed our entire management system last year and most of the school districts have reported to us that they appreciate the comprehensive needs assessment that we have designed and would be quite willing to go with it.

I would like to comment that if you are thinking about using criterion reference testing as a devise, that you consider also including in your collection of data scaled teachers judgment about the pupil's progress because I think that quite directly something happens, a youngster may have attained the skills that are tested for in a criterion reference test, but for some other reasons the teacher gets turned off about that kid and eventually, if he stays with that teacher long enough, he will develop a learning problem which will later on show up in a testing program once he gets emotionally upset about it.

So I would consider expanding the criterion reference test to also collect scaled teachers judgment because we have to find the kids who the teachers also say are in trouble.

There are a couple of Ph.D theses done in our State asking teachers what kind of information they used to make decisions about pupils' progress and they indicated that standardized tests did not contribute any more than 5 percent but what really did contribute was what he did in the classroom for them, what he did on teacher-made test, what the kid did on his homework assignments, and what his behavior and attitude was in the classroom.

These are important factors to classroom teachers and I think on any kind of assessment to determine how to allocate funds based on educational needs ought to include some carefully collected data from teachers too.

Mr. QUIE. How do you avoid political manipulation among teachers, if you depend on that? The administration can say to the teacher, grade them low and we will get more moneys.

Dr. MURRAY. We can verify these by simply going to the report cards in the school district. If a teacher is being unprofessional enough to say on a needs assessment that the child has a serious problem in reading and math and work habits and you go and look at the report card she is sending home and you find she is sending home a lot of A or outstanding, you can stop that because you can monitor it.

Mr. QUIE. But the fact that the student was doing well would also show up on the criterion-based test both ways.

Dr. MURRAY. Not completely because let's take a standardized test score and a youngster tests out at a year below grade level.

Mr. QUIE. I don't believe we ought to use the standardized tests.

Dr. MURRAY. Let's take the criterion reference test where the child has a skill 1,003 and he checks out at 80 percent level and he is OK. But when he does assignments for that teacher, when he takes her tests, that is how she grades him. He gets in trouble that way by not being able to meet her expectations and to deal with the poor curriculum offerings.

So then he develops a kind of a failure syndrome which later on will show up on the criterion reference test because the kid who is emotionally upset will usually yield a depressed test score.

Mr. QUIE. This is the way of reaching the child before he becomes a statistic.

Dr. MURRAY. Yes. But if you have another child who does not quite as well on a criterion reference test, not all kids need to achieve at the fifth grade level in fifth grade. Kids are different. There is such a thing as individual differences and it is not always bad if a kid does not achieve to a certain magic level when he is in fifth grade if the school is really individualizing instructions.

Mr. LEHMAN [presiding]. Mr. Steiger?

Mr. STEIGER. No questions. Thank you.

Mr. LEHMAN. I want to ask you to respond to an idea that I have, which is that the learning problems of disadvantaged children originate differently, they are programed differently, they should be approached differently, and somehow the same type of governmental or Federal approach to this should be from two different bases.

One is a right to reprogram federally financed and the other is a program like title V that reaches into the areas where we have to attack this problem from an economic and social standpoint.

Dr. MURRAY. If a youngster has a serious learning problem and is also very poor, he has problems that affluent kids with learning problems don't have.

Mr. LEHMAN. He certainly does. From my own experience they are much more complicated and much more complex and much more difficult.

Would you like to continue your testimony now?

I want to state that all of your written statements will be a part of the record so if you would like to summarize and make more brief your testimony, it will be acceptable of course.

Mr. **Hanson**. I think we will yield to our colleagues from the other States.

Dr. **Murray**. I appreciate the opportunity to testify.

Mr. **Hanson**. Thank you very much.

Mr. **Lehman**. Would the other witness come up to the table and identify yourself? It is unfortunate that we don't have a more adequate representation from the committee itself, but your testimony will be a part of the record, and I am sure the other members will try to get back as quickly as they can.

You are familiar with Operations Close-Up, I assume, and at 11 a.m. I have to meet with a group from my own congressional district.

STATEMENT OF DR. ROBERT JEFFERY, BOSTON, MASS.

Dr. **Jeffery**. Thank you, Mr. Chairman. I am State director of title I for Massachusetts. I am also serving at present as chairman of the National Council of State Title I Coordinators. This is the group that is represented here this morning from each of the 10 regional districts in the country.

The point that I would like to underscore, insofar as title I in Massachusetts, is that we feel the years 1971 and 1972 have provided a turning point with regard to real achievement with youngsters who have special needs.

Our evidence for this feeling is based on the achievement test data in basic skill areas. For example, in 1971, in a sampling group of 2,000 students, we were able to show that these students were achieving in the reading area at a rate of 1.2 months per month in the program which is greater than what would be expected of the average child in a reading program.

In 1972, we were able to show for 8,500 students in 159 reading programs that they too achieved at better than the average, 1.23 months for a month in a given program. So we are encouraged in this direction.

A further study that we are undertaking at the present time is to look at some of our successful projects and to identify those components that are common among these projects. As we have done this, we have come up with several indicators such as a strong diagnostic element in identifying the children's needs, a strong prescriptive service that is individualized and tailored to the particular child.

We are also finding that parent involvement in the project is a common factor which leads to a stronger relationship between school and home. We are also finding the item of inservice training for teachers and other staff people on the title I projects. A further common denominator is an average per pupil expenditure of $400.

We are encouraged that we are able to pinpoint these factors so that as we work with communities in refining and developing their programs we can cite these factors that are showing up in successful projects.

I will move along now and let Mrs. Holub from New Jersey speak.

[Dr. Jeffery's statement follows:]

STATEMENT BY ROBERT L. JEFFERY, PROJECT DIRECTOR, TITLE I, ESEA MASSACHUSETTS AND CHAIRMAN, NATIONAL COUNCIL OF STATE COORDINATORS, TITLE I, ESEA

In order to gain a perspective on the impact of Title I in Massachusetts and the need for its continuation, data is presented under the following headings; general statistics, student achievement, LEA case studies, and parent involvement. Particular attention is invited to sections B and C which demonstrate student achievement in Title I Programs.

A. GENERAL STATISTICS

	Fiscal year—	
	1971	1972
Number of local education agencies participating	309	310
Number of local education agencies in State	351	351
Percentage of participation	88	88
Massachusetts allocation	$23, 314, 091	$23, 858, 101
LEA's with grants over $100,000:		
Boston	6, 561, 860	6, 800, 130
Springfield	1, 217, 342	1, 329, 502
Worcester	1, 019, 309	1, 054, 645
New Bedford	845, 763	837, 984
Lynn	644, 855	706, 957
Lowell	561, 788	638, 965
Somerville	446, 465	576, 124
Fall River	543, 413	562, 874
Lawrence	390, 012	492, 965
Brockton	421, 485	454, 829

	3. Number of students participating			4. Project staff	
	Public	Non-Public	Total	Full time	Part time
Fiscal year:					
71	60, 664	8, 315	68, 979	9, 883	2, 721
72	66, 009	9, 877	75, 886	9, 920	1, 964

The data above clearly indicate the high percentage of Massachusetts towns and cities providing services to children through Title I. Students participating in Title I represent approximately 7% (FY 71) and 7.5% (FY 72) of the total school age population of the state.

B. STUDENT ACHIEVEMENT

Fiscal Year 1971

1. Analysis of a sample group of 119 projects with 2,000 students in Title I school year reading programs showed an average gain rate of *1.2 months per month* in total reading skills. When this gain rate is compared to the national gain rate for disadvantaged children of 7/10 of a *month per month* and the expected norm for the average student of *one month per month,* it is clear that Title I *can make a difference!*

Fiscal Year 1972

A further analysis of 159 projects with 8500 students in Title I school year *reading* programs showed an average gain rate of *1.23 months per month* in total reading skills. Within this group, the sixth grade population of 1011 students showed an average gain rate of *1.6 months per month!* Again this gain rate exceeds the expectation for both average students and the educationally disadvantaged.

An investigation of 94 projects with 7020 students in Title I school year *mathematics* programs showed an average gain rate of *1.24 months per month* in total math skills. Within this group, the third grade population of 1660 students and the sixth grade population of 800 students showed an average gain rate of *1.4 months per month!*

C. LEA CASE STUDIES

The following local projects show *better* than average results for students, and in all cases show almost *a doubling* of the monthly gain rate expected of disadvantaged children.

Boston, Massachusetts 1972 Summer Project. *712* students—average gain rate in total reading skills; *2.05 months per month.*

Worcester, Massachusetts 1971–72 School Year Project. *669* students—average gain rate in both vocabulary and reading; comprehension *1.3 months per month.*

North Adams, Massachusetts 1971–72 School Year Project. *165* students—average gain in vocabulary and reading comprehension; *1.5 months per month.*

Analysis of these case studies, and eight others in Massachusetts, shows the following common components:

1. Initial *learning diagnosis* for each child to pinpoint individual needs.
2. *Individual learning prescription* for each child focusing the instructional program on specific needs.
3. *In-service training* for both aides and teachers.
4. *Team approach* including the child's regular classroom teacher, specialists, school principal and community agencies.
5. *Strong parent involvement* with the child's Title I teacher and regular school staff.
6. *Duration of treatment* at least one hour daily through the week.
7. *Per pupil expenditure* averaging $400.

These components, present in projects which show acceleration of learning rates, are a blueprint for concentrated delivery of services as part of a cycle including diagnosis, prescription, performance monitoring, and modification.

Successful programs began to attain visibility in 1971–72 as a result of a developmental sequence in Title I spanding 5 years. The important concern at this point is not to abandon a promising design for positive intervention with children.

D. PARENT INVOLVEMENT

The introduction of parent involvement in Title I projects has been a vital adjunct to the education community. In Massachusetts each LEA applicant must establish an elected parent advisory council consisting of parents of children eligible for Title I services. There are over 300 such parent councils with 2,000 individual parents serving voluntarily to reinforce the school and home relationship and support the intent of Title I. Massachusetts also has an elected state parent advisory council serving as a liaison between the state education agency and local councils.

This sensitive link between public agencies and the consumer is a part of the Title I accountability system integral to the profile of successful projects.

STATEMENT OF JANE HOLUB, STATE COORDINATOR, ESEA TITLE I, NEW JERSEY DEPARTMENT OF EDUCATION

Mrs. HOLUB. Thank you for the opportunity to speak. We will have additional data that we would like to present to the committee at a later time, a full report of statistical analysis which was not ready. I did give you a five-page report.

We have per pupil expenditure of $400 per child. It has made a difference with achievement. We are serving at present approximately one-third of those children identified as eligible in title I eligible attendance areas.

Of course, additional funds would be needed to meet the needs of other children. We have concentrated our programs into three areas, language arts, including reading, mathematical computational skills, and programs for non-English speaking children. We have many children benefiting from that last service in the State of New Jersey.

It is through the academic achievement that we feel we have been able to reduce the rate of regression of the child who is educationally disadvantaged. I think in New Jersey, particularly, we have strong parent participation which has reached out into the school level as well as central council level in our major cities and parents for the first time are planning and assisting in the operations and the evaluation of the title I programs in New Jersey, and they are willing to testify and would be happy to be in support of title I programs. Thank you very much.

Mr. LEHMAN. Would you respond on the use of testing scores in comparison to economic factors in allocating these funds?

Mrs. HOLUB. I think on the 1970 census New Jersey would do all right. On the test scores at the present time, we do not have that information. It would take a long time and we would like to have full funding so we can assure districts at this time what they can plan on for next year, but it would have to be developed. It is not available at the present time.

Mr. LEHMAN. Based on your experiences that could be 1, 2, 3, or 5 years, I guess. What kind of a leadtime do you think that would require in order to develop this kind of data?

Mrs. HOLUB. We have local board autonomy in New Jersey. It would take some time.

[Mrs. Holub's statement follows:]

STATEMENT BY MRS. JANE B. HOLUB, STATE COORDINATOR, ESEA TITLE I, NEW JERSEY DEPARTMENT OF EDUCATION

GENERAL INFORMATION

During the fiscal year 1972, New Jersey received $43,973,951 in ESEA Title I funds. These funds were allocated to 455 school districts that provided Title I instructional programs and related services to approximately 118,893 eligible children. Analysis of the budgets prepared by the 455 participating districts indicated that 79% of the total State allocation was budgeted for instructional programs, 8% for other related services, such as health and community services and 13% for other program services.

Based on a representative sample of the 455 funded programs, the average per/pupil expenditure was approximately $404.63.

A State priority has been placed on the development of instructional programs in grades Pre-K through three. This priority was made to encourage local districts to adopt a preventive approach to the problems of educational disadvantagement rather than a remedial approach. Local districts have been permitted to provide services in grades above the third only if the needs assessment warranted these services. As a result of this priority the majority of districts have focused their instructional programs in grades Pre-K through three.

Additional priority has been placed upon the development of programs in specific instructional areas. These areas are reading/language arts, computational skills, and instruction for non-standard English speaking children.

STUDENT ACHIEVEMENT

Local districts have become increasingly aware of the importance of assessing the needs of the children participating in Title I programs as well as the extent to which these children have benefited from special instructional programs provided by Title I funds. Particular attention has been focused upon determining the benefits of reading programs. This attention is warranted because the development of reading skills in large measure determine the extent to which a child succeeds or fails in other academic areas. The Title I program has alerted local districts to the need to develop assessment procedures that will provide objective data necessary for the appraisal of student achievement.

As a result of these local district assessment procedures, a State summary of student achievement in the area of reading during the fiscal year 1972 can be provided. Pre and post test achievement scores in reading for approximately 20% of New Jersey's total state Title I population served as the base for the State summary.

The 20% sample was drawn from 226 school districts and resulted in the collection of individual pre and post test scores for 23,782 eligible Title I participating youngsters in grades one through twelve. To provide consistency to the data only grade level equivalent scores were considered.

To determine the effect of Title I program intervention it was first necessary to measure the rate of student growth in reading prior to Title I program treatment. Prior rate of growth could then be compared with rate of growth after Title I program treatment.

Analysis of the data indicated that prior to Title I treatment, 17,703 or 74% of the sample, had an average yearly gain in reading of 0 to 7 months per year. After one year of Title I intervention, however, only 9,817 or 41% of the sample, experienced a gain in reading of 0 to 7 months. Therefore, 7,886 or 44% of the youngsters who previously experienced a gain of 0 to 7 months per year were now gaining at a rate better than 7 months per year.

The data also showed that prior to Title I treatment only 11% of the sample experienced gains in reading of more than one year per year. In contrast, after Title I program intervention, 46% of the sample experienced gains in reading of more than one year.

The data thus indicates that Title I program intervention has significantly impacted upon childrens' rate of gain in reading.

One of the most impressive aspects of the New Jersey Title I Program has been the extent to which parent and community participation has been encouraged. As a result of this participation, there has been greater understanding on the part of parents and the community as to the problems of their schools. They are now aware that their active participation in school activities can aid in solving these problems. In addition, school personnel have a better understanding of how the problems in the school relate to the conditions and needs of the immediate community. Thus, both parents and school personnel have come to realize that an interdependent relationship does exist and that a coordination of effort on both their parts can only strengthen the home and school life of all concerned.

The interdependence of the home and school in the total educational process has been realized by many parents of Title I children as evidenced by the increased participation of parents in Title I school activities.

Title I Programs have provided parents the opportunity to not only become "involved" in the education of their children, but also to participate in the educational planning, program development and evaluation of programs being offered to their children.

In many districts, parent participation has increased to the point that local school Title I Parent Councils have been established in addition to the mandatory Central Parent Councils.

Through active participation on Title I Parent Councils parents have become informed about community activities and needed community social and health services available to them.

Parental involvement has not only been beneficial to parents but it has assisted teachers and other school personnel in understanding the desires of parents and using this information to help improve the educational process of the children.

Because of the interest that parents have shown in the Title I projects many programs have been designed specifically for parents providing them with certain teaching methods and techniques to be used at home with their children.

Average percentage expenditure of New Jersey's 63 largest title I districts, fiscal year 1972

Administration (project coordinators included)	4
Instruction and fixed charges	79
Attendance	1
Health	4
Pupil transportation	2
Operation of plant	1
Maintenance of plant	.3
Food service	2
Student body activities	.2
Community services	4
Sites	.6
Buildings	.1
Remodeling	.2
Equipment	2
Follow Through	.09

Mr. LEHMAN. The next speaker, please.

STATEMENT OF ARLIE COX, COLUMBUS, OHIO

Mr. Cox. I am Arlie Cox, coordinator from Ohio.

We have found that title I, contrary to all of the publicity we have had, is working. We are achieving results. We have found that it takes a concentration of effort in order to achieve these results.

Our per pupil expenditure is $472 and in 1972, we are receiving $136 per child that is counted in the formula.

I would like to emphasize the need for a floor not only at the State level, but at the district level. Since there are over 12,000 people employed in the title I program, it is essential that they know what the funding level will be for the following year, so they can have some continuity of services.

I would like to emphasize the drop in funding and increase in the number of children that have been counted. Last year we were able to serve only 132,000 students, but we had over 300,000 counted in the formula. The school districts have chosen to implement a very strict selection criteria.

Even though the funds are going to certain target buildings, we have identified those children within the buildings that have the greatest need and are concentrating on those buildings or on those students.

Because of the lack of funds, there are 585 buildings that could not even be served last year that were eligible, and we only served about one-third of those students that were eligible for service, but by concentrating the services, we have found that it is making an impact, children are showing gain and we are doing something for the individual child.

Mr. Lehman. Thank you, Mr. Cox. Concentration might be the name of the game to make this thing work.

I am going to have to leave also. With the chairman's permission, I will turn the Chair over to Mr. Bell, the Congressman from California.

[Mr. Cox' statement follows:]

Statement by Arlie Cox, Section Chief, Basic Program Section, Division of Federal Assistance, Ohio Department of Education

Mr. Chairman and members of the Committee, my name is Arlie Cox; I am the Section Chief, Basic Program Section, Division of Federal Assistance, Ohio Department of Education. The major responsibilities of the Division include the state administration of the various programs funded under the Elementary and Secondary Education Act of 1965. I appreciate the opportunity to appear today in support of House Resolution 69. I will limit my statements to the local education agency component of Title I.

The youth served by schools in Ohio have benefited greatly by Title I. Evidence is being collected each year which indicates that children involved in Title I activities are improving in many areas and, in particular, their ability to communicate. Based on evaluation data from the 1972 program, approximately 55% of the pupils involved in the communication skills activities demonstrated a gain of 1.1 months or more for each month enrolled. 35% of these pupils showed a gain of 1.5 months or more for each month enrolled. School districts have consistently reported the major successes in Title I as: improved achievement, improved attitude, improved school-community relationships, and improved motivation.

The participating school districts are providing a near-maximum effort to serve educationally disadvantaged children in selected buildings within the target areas. Each year the programs have become more systematic and selective. The larger programs are designed to meet the multiple and interrelated needs of selected children in the area of communication skills with the necessary supportive services focused on the same group.

The needs of the children are great in all of the qualified Title I buildings. However, the school districts in Ohio are concentrating their efforts in those buildings with the highest concentration of economically disadvantaged children. During fiscal year 1972, there were 585 qualified buildings that could not be served because of lack of funds. This, coupled with the fact that all eligible children within the buildings served could not receive help, resulted in 223,624 qualified students deprived of Title I services in Ohio during fiscal year 1972. Based upon the amount expended per child, it would have taken an additional $81,000,000 to serve all of those who were eligible. This substantiates that the level of funding could be raised to the authorized amount and still not meet the needs.

CHART A.—DISTRIBUTION OF TITLE I SERVICES TO ELIGIBLE BUILDINGS IN THE PARTICIPATING SCHOOL DISTRICTS IN OHIO

Major school districts	Number of eligible buildings	Number of buildings served	Number of buildings not served
Akron	32	26	6
Canton	18	11	7
Cincinnati	54	19	35
Cleveland	86	86	0
Columbus	75	38	37
Dayton	34	21	13
Toledo	26	21	5
Youngstown	30	14	16
State of Ohio	2,635	2,050	585

The school districts in Ohio have adopted a definite selection criteria in identifying the children to be served in their Title I programs. This procedure has reduced the number of children receiving service but has provided a more concentrated program to those most in need.

CHART B.—NUMBER OF CHILDREN USED FOR ALLOCATION PURPOSES AND THE NUMBER OF CHILDREN SERVED

Fiscal year	Number of children used for allocation	Number of children served
1966	177,367	221,941
1967	194,251	214,825
1968	219,021	210,156
1969	238,337	166,576
1970	242,512	159,239
1971	252,984	140,261
1972	268,159	132,928

The funding of Title I in Ohio during the last eight years has produced the following changes:

A 70% increase in the number of children used for allocation purposes.
A 38% decrease in the amount available per child.
A shift of funds to the major cities and away from the non-urban areas.

CHART C.—ALLOCATION AND DISTRIBUTION OF TITLE I FUNDS IN OHIO

Fiscal year	Total funds allocated	Number of children used for allocation	Amount of allocation per child	Percent of allocation for 8 major cities	Percent of allocation for all other school districts in Ohio
1966	$39,185,691	177,367	$220.93	39	61
1967	34,197,997	194,251	176.05	44	56
1968	34,218,353	219,021	156.14	48	52
1969	31,462,157	238,337	132.00	49	51
1970	38,131,537	242,512	157.24	49	51
1971	40,791,479	252,984	161.24	50	50
1972	41,269,978	268,159	148.95	52	48
1973	41,269,978	301,678	136.80	52	48

This shift in funding has resulted in smaller school districts having to use local resources to complete existing projects. In fiscal year 1972 the school districts expended $1,707,009 for this purpose.

The Title I program in Ohio has placed emphasis on employment of personnel to provide services for children in the target buildings. During fiscal year 1972 over 6,100 full- and part-time personnel were employed in the program during the school year and over 6,700 were employed during the summer program. This represented more than 90% of the total amount expended. It is also interesting to note the reduction of funds used for equipment. In fiscal year 1968, equipment represented 2.7% of all expenditures, while in fiscal year 1972 it represented only .8% of the total.

CHART D.—PERCENTAGE DISTRIBUTION OF FUNDS EXPENDED FOR SALARIES, EQUIPMENT, AND OTHER PURPOSES FOR TITLE I IN OHIO

Fiscal year	Percent of funds expended for salaries	Percent of funds expended for equipment	Percent of funds expended for all other purposes
1966	44.7	26.5	28.8
1967	68.6	6.8	24.6
1968	83.8	2.7	13.5
1969	88.0	2.0	10.0
1970	90.0	.9	9.1
1971	89.2	1.0	9.8
1972	90.2	.8	9.0

There is evidence that the programs are shifting to prevention rather than remediation. This can be observed in the concentration of instruction in the elementary schools with heavy emphasis in the primary grades. The total pattern in Ohio for fiscal year 1972 indicates that 97.4% of the pupils participating in Title I activities in the regular school year were enrolled in the elementary grades. 62.2% of the students were enrolled in grades 3 or below.

CHART E.—PERCENTAGE OF TITLE I FUNDS CONCENTRATED IN QUALIFIED ELEMENTARY SCHOOLS

Major school districts	Percentageof title I participants	Percentage of title I participants in grade 3 or below
Akron	100.0	44.3
Canton	100.0	81.9
Cincinnati	94.0	89.6
Cleveland	96.1	47.9
Columbus	100.0	68.1
Dayton	100.0	100.0
Toledo	100.0	43.6
Youngstown	89.6	59.6
State of Ohio	97.4	62.2

Inservice training for personnel involved in Title I has continued to be an integral component of the program. The data for fiscal year 1972 indicated that approximately 3,325 professional and 1,837 non-professional staff members participated in an inservice program. A total of 30,000 hours of training was provided for this staff. Types of inservice activities included: visitations to other school districts, training provided by school, commuinty, and university personnel, and programs provided by the local administration. There were some formal university courses provided, as well as conferences and workshops on an informal basis.

A significant change in Title I in Ohio is the increase in the number of parents participating in the program. In fiscal year 1972, 11,462 parents were involved in the planning for Title I. Just one year ago, 7,167 parents had this opportunity. The number of hours spent by parents involved in planning increased by two-and-a-half times in fiscal year 1972. There was also an increase of 26% in the number of parents who served on advisory committees during fiscal year 1972. There were 2,257 Parent Advisory Council meetings held during fiscal year 1972 with 17,323 parents serving on these committees.

The State Education Agency has worked closely with the school districts in implementing the Title I program. The procedures involve state agency Title I personnel from the conceptual level through evaluation. The staff served the school districts by furnishing informaton on such matters as guidelines, criteria, application forms, Parent Advisory Councils and allocations necessary for project submission. They also served as consultants during the planning phase, reviewing of proposals, and negotiating the project when necessary.

During the process of consultation, review and negotiation, 761 office conferences were held by the consultants with personnel from school districts participating in Title I activities during fiscal year 1972. Each of the state education agency staff consultants concerned with program development was responsible for approximately 100 school districts. These consultants made on-site program reviews to a total of 270 school districts which represented about one-half of the districts involved in the Title I program. Most of these on-site program reviews were multi-purpose in nature. Primary consideration was given to various elements of the program's operation, evaluation, planning, parental involvement, and future program development.

In addition to working with the school districts on program development, the state agency personnel are actively engaged in evaluation of the total state program. An evaluation instrument has been developed, which goes far beyond the requirements set forth by the Office of Education. An annual report is published and distributed to the U.S. Office of Education, Title I coordinators in each of the other states, as well as to all school districts within Ohio.

Dissemination of information plays a very important role in the state agency activities. Meetings are conducted to disseminate information concerning recent developments, trends and operational procedures of successful programs. Publications produced by the state agency, as well as those produced by local school districts, are distributed state-wide. The Division of Federal Assistance publishes a quarterly newsletter, which calls attention to deadlines, policy changes, current trends, and descriptions of successful projects. At the present time, this publication has a circulaton of over 3,200.

OBSERVATIONS

1. The over-all program in Ohio provided by Title I funds is meeting the intent of the Law.

2. To achieve significant results, services must be concentrated. The present level of funding dictates restricting the program to elementary pupils with major emphasis on those in the primary grades.

3. Expansion of services and programs to more qualified buildings and additional children is not feasible with the present level of funding.

4. The present categorical format for funding Title I has provided specific programs for children in target areas.

5. The full impact of Title I may not be visible for several years. Many of the problems are deeply rooted and do not lend themselves to quick solutions.

6. The funds available for state administration are inadequate.

7. The advanced funding concept could resolve some of the concerns with the present procedures. Problem areas appearing at this time indicate:

> (a) Salary costs for personnel employed in present Title I programs will increase substantially each year. If the advanced allocation is less than the funds available for this year, school districts will probably find it necessary to reduce personnel if they cannot be assured of sufficient funds to meet these obligations.

RECOMMENDATIONS

1. The present categorical format for Title I should be retained and the authorization extended for five years.

2. The level of funding should be increased to a minimum of $300.00 per child included in the formula.

3. The carry-over provision should be retained.

4. The present 1% limitation for state administration should be reviewed. It is not possible to administer the program and to provide the necessary leadership services to the program at the present level. The factor should be increased to a minimum of 2%.

5. The language of the advanced funding section of the Law should be revised to include:

(*a*) The use of the previous years' data as the basis for advanced funding.

(*b*) A funding floor equal to the previous years' final allocation should be established for each school district. This would allow the school districts to maintain and employ personnel based on the advanced funding.

On the following pages you will find personal reactions which are examples of the type of successes experienced in the Title I programs being operated in Ohio.

SUCCESS STORIES

One young man who has been in the Title I program is the first one to finish the eighth grade from his family in several years. He has sixteen brothers and sisters (10 older than he). Of the older children, only two others have gone beyond the eighth grade. Next year (his ninth grade year) he will attend the Area Joint Vocational High School.

One little four-year-old who came to us in September, 1971 was more like a wild little animal than a human being. He wouldn't talk, only communicate by making noises. With no self-discipline, he would run around tearing things down and disrupting any group of children that he came in contact with. Sharing and playing with other children was something he just couldn't handle, plus he didn't listen to anyone.

Well, the little boy we had in May, 1972, was entirely different. He had learned to communicate by talking (not extremely well, but just great for him) to both children and adults. He participated in group activities and even played with other children (by nature he is a loner). Although at times he went back to making noises, it was only to get attention, and now he thinks it's silly. Becoming a little boy who is pleased with himself and who has learned how to please other children and adults has given him a whole new outlook on life.

Mrs. Smith is a divorced mother of two children living on A.D.C. with only a small child support check. Prior to her involvement in the Title I program, her world or scope of involvement ended at the door of her low rent apartment. Her children were well fed and cared for, but Mrs. Smith just did not relate to the community or people outside her family. Her first contact with the Title I program was through a home visit by a teacher when her son was involved in the regular school Title I program. Shortly after this, she was asked to join the Parent Advisory Committee. She did a very capable job of helping plan and coordinate parent meetings at the local school. Because of this success, she was asked to be a parent volunteer for the summer program. After three inservice training sessions, she started working as a team aide. She is very capable and relates well with children, but more importantly, she is now actively involved with one part of the local community. In talking with Mrs. Smith, she is now considering active work in the P.T.A. and possibly full-time employment in the fall.

One of my most rewarding experiences in working with Title I children happened about three months ago. I was shopping and met a girl who said, "Hello, Mrs. A." I turned and recognized her face but not her name. It had been six years since I had her in class.

She said, "I am Nadine F., you are the lady that inspired me to go on to school". I recall when she first started in Title I, her attitude was very poor, she felt that no one was interested in her because of the color of her skin. I spent several hours counseling with her, as well as working with her reading problem. I knew without a change in attitude it would be almost impossible to teach her to read.

Slowly, but surely, I could see the change I was looking for. It took two years of concentrated effort to get Nadine to the point that she felt good about herself as a person and competent as a reader.

Today she tells me she is a senior in high school and is on the honor roll. Her plans are to go to college and help others, as she feels I have helped her.

Mr. Bell [presiding]. Is Mr. Manuel Ceja here? I think it would be advisable if you could squeeze in at the table some place so you could also be called on to make your comments.

Mr. Ceja, as a fellow Californian, I want to welcome you to the committee also and assuming that the other witness has completed his remarks, would you care to make your statement?

STATEMENT OF MANUEL CEJA, ACTING CHIEF, DIVISION OF COMPENSATORY EDUCATION, CALIFORNIA STATE DEPARTMENT OF EDUCATION

Mr. CEJA. Thank you, Mr. Bell. We know of your support in California of our title I programs. I know you have visited many of them and participated in many of the hearings.

There is no doubt that title I in Califorina has been successful and one of the criterion we have for success is that under Wilson Riles, who was our first director of title I, the program became so successful that he got himself elected as our superintendent of public instruction and when the people can elect you over the program that you direct, you know it has to be successful.

Mr. BELL. I know, and as long as you mentioned Mr. Riles, who happens to be a good friend of mine, I want to say what an outstanding job he is doing.

Chairman PERKINS. If the gentleman will yield to me, I want to concur in that statement. I think we are all indebted to Wilson Riles. He has done a great job in helping the committee here speaking for the disadvantaged and for education in general. In fact, I tried to bring him here as our chief educational advisor several years ago and could not get him. I did not know he had in mind running for office at that time.

Go ahead.

Mr. BELL. Go ahead, Mr. Ceja.

Mr. CEJA. The success in California has been based on the fact that we have asked for a critical mass of funding in back of each project participant. In the earlier questioning, particularly from Mr. Quie about the utilizing of test scores, and Mr. Perkins as far as utilizing test scores, we in California this year have gotten some State categorical funds to try to test this out.

We will within 3 years be able to tell you whether we can reach our disadvantaged youngsters by using test scores or not. In California we do have a State testing program and so we will be able to get at some of these answers.

But we, in California, of course, have requested a minimum of $330 per each project participant. Our average is around $450 or $500. The original level of our disadvantaged youngsters was somewhere around 6 months growth for every year they were in a school program. We have increased it to better than month to month, but we felt that was not good enough, because we weren't closing the gap.

They were so far behind that we now are going to a higher expectation of closing the gap by using performance objectives, individualized instruction, and having more determinations at the local level of their programs. In fact, the State Legislature in order to help us has even passed a law to waive the education codes so that any practice that needed to be instituted in title I programs could be done in State regulations so we would be helpful in working with our youngsters.

We are experimenting right now and you know what happens if you use achievement levels. There is a danger, of course, of perpetuating low achievement if our school is doing so poorly.

We now have an early childhood education program in California that will provide a funding level the same, no matter what your achievement is, but there is a grant built in according to achievement.

So you can maintain a base entitlement and as you succeed you get incentive grants. We think this might be a consideration for using achievement and so people don't perpetuate low achievement.

We have some recommendations in California for title I and one has to do with comparability. We feel that our State categorical funding that we are now getting might provide some difficulty in comparability. In comparability, local and State resources are used first before title I funds are used.

We feel that if the State put in categorcial funding, that this might provide a hardship in meeting comparability, and we feel that maybe it ought to be a waiver provision such as we are providing in the State where we do render the hardship over comparability and we might have this kind of flexibility.

The funding that we get, we feel that if there is any transition, if we do go to a different base or a different type of allocation, that transition should be provided, that we again should not have more than a 10-percent deviation between floors in order to make orderly planning for our youngsters.

Our students, of course, are the ones who suffer from the ups and downs of the various ways that we adjust and try to provide new ways of meeting the needs and we agree that in California through our State efforts now, we are going through a consolidated application, through a consolidated grant funds management.

We are taking the various categorical programs and coming up with comprehensive plans and needs assessment so they can be used in conjunction with each other rather than in isolation.

The title I program in California is well accepted. We have among our professional educators, a California association for compensatory education and I understand, Mr. Perkins, that you have been invited to their next conference in Missouri, and I would like to add to their invitation. We would like to have you come out.

Chairman Perkins. I think I have a letter on my desk.

Mr. Ceja. You are invited for March 12.

Chairman Perkins. I will not be able to get there on Monday, but I will come sometime when you have a conference on a weekend. I want to come out there and be Mr. Bell's guest.

Mr. Ceja. That is all.

[Mr. Ceja's statement follows:]

TESTIMONY OF MANUEL V. CEJA, ACTING CHIEF, DIVISION OF COMPENSATORY EDUCATION, CALIFORNIA STATE DEPARTMENT OF EDUCATION

Mr. Chairman, Members of the Committee, I am Manuel Ceja, Acting Chief, Division of Compensatory Education, California State Department of Education.

On behalf of Dr. Wilson C. Riles, our Superintendent of Public Instruction, and members of our State Board of Education, I would like to thank the members of the committee for the many times they have visited California in the past to visit school districts to view our programs designed to meet the needs of low-income disadvantaged children in our schools.

We respectfully urge your support and passage of H.R. 69. It is the only proposal before the 93rd Congress that has provisions for compensatory education to continue the successful efforts to aid low-income disadvantaged children succeed in school.

SUMMARY FOR THE STATE OF CALIFORNIA

School districts in California reported 1971–72 that 314,281 students in grades from preschool through high school participated in ESEA Title I activities. Of the 314,281 students, 96.7 percent were enrolled in the public schools. The number of Title I participants during 1971–72 was an increase of nearly 22 percent over the 1970–71 figures and reflects the increased funding available to school districts.

In fiscal year 1971–72, the amount of Title I funds available to California school districts was $122,028,439. Additional Title I funds were made available for neglected and delinquent youths in local institutions—$1,114,636; for programs for children of migrant agricultural workers—$8,285,802; for handicapped children in state schools operated by the State Department of Education and state hospitals by the State Department of Mental Hygiene—$1,477,445; and for delinquent youths in California Youth Authority institutions—$1,847,592. The total funding for these specialized programs increased California's total Title I allocation to $133,635,170.

The previous estimated entitlement for fiscal year 1972–73 reported to districts in April 1972 was based upon the fiscal year 1971–72 appropriation for California of $122,028,439. Under the continuing resolution, California's fiscal year 1972–73 estimated grant is $111,030,865. This indicates a reduction of $10,997,574 for the State of California—approximately 9 percent. The estimated ratably reduced entitlements for local districts are based upon this reduction. Districts are requested to adjust this year's expenditures to conform to the revised estimated entitlement indicated above. Total expenditures from ESEA Title I funds for this project may not exceed this revised estimated entitlement for the present fiscal year.

The Elementary and Secondary Education Act (ESEA) of 1965, Title I, is aimed at ensuring that every child will receive an equal opportunity to succeed educationally to the full extent of his potential, regardless of his economic, social, or cultural background.

The child eligible for Title I programs generally does not come to school as prepared for successful learning as do his classmates. He may lack experience, verbal skills, or educational values common to children of his age group. Poor health and inadequate nutrition may also interfere with his ability to participate and succeed in school.

School districts participating in the Title I program were required to serve those students most in need. Target schools in the Title I program were identified from school districts in areas with the highest incidence of poverty. Students selected for participation were those who evidenced an academic achievement rate of 0.7 year's growth or less for each year in school. During 1971–72, Title I served 314,281 students, or approximately 40 percent of the eligible children in the state.

Title I programs implemented by school districts in 1971–72 included:

An expenditure of at least $300 per child.

Inclusion of six components: language development, mathematics, auxiliary services, parent involvement, intergroup relations, and staff development.

Statement of performance objectives for each of the six components.

Special consideration of pupils in the elementary school grades.

Use of diagnostic-prescriptive techniques in the language development component.

School districts with Title I entitlements of less than $25 thousand were required to join with other small districts and cooperatively implement a comprehensive compensatory education program. During 1971–72, 560 school districts participated in 84 cooperative programs.

EVALUATION RESULTS

An analysis of the statewide evaluation reports of the ESEA Title I program in California for 1971–72 indicated general findings regarding each of several components:

Language development.—Title I students at all grade levels, as an average, attained greater than one month's growth in reading skills for each month of instruction. Districts that offered English as a second language (ESL) reported that their objectives were achieved more often when locally developed instructional materials were used with individualized instruction rather than when available commercial instructional materials were used in large group instruction.

Mathematics.—A majority of Title I students achieved gains equal to or more than one month's growth in mathematics for each month's participation in the Title I program. Successful projects frequently used individualized methods, diagnostic and prescriptive procedures, and motivation and content oriented materials.

Auxiliary services.—This component provided supportive pupil personnel services, library services, and health services necessary to the success of the project participants. Major objectives included improvement in pupil behavior, learning, and personal health.

Parent involvement.—The major objectives of this component were related to improving attendance at school meetings and parent conferences, attitudes toward the school, and increased communication and cooperation between the home and the school.

Intergroup relations.—Greater understanding and acceptance, knowledge, interaction, and positive attitudes were among the objectives achieved in intergroup relations which helped to reduce isolation between different racial, social, cultural, or ethnic groups.

Staff development.—The greatest emphasis in staff development was on training personnel who worked directly with the students. Staff development objectives emphasized improvement of instruction, changes in staff attitudes, and increased knowledge of learning processes.

To implement their Title I programs in 1971–72, school districts increased their staffs by 23,[illegible]75 persons from those normally provided by school district funds. Teacher aides comprised the largest category of personnel, with 9,915 aides employed on a full or part-time basis. Over 4,800 persons volunteered their services to Title I programs.

PARENT PARTICIPATION

During 1971–72, each Title I project was required to establish a two-level advisory structure—a school district advisory committee and a parent advisory group at each participating public school. The purpose of the advisory committee was to assist and advise the district in planning, evaluating, and improving educational services provided through Title I. The involvement of parents of Title I participants and of other members of the community was an additional advantage to the advisory structure.

In summary, then, it is imperative that funding be continued for compensatory education. These must be earmarked monies, so that they reach the educationally disadvantaged student. Our low-income disadvantaged children are becoming better achievers. More of them are reflecting a normal range distribution of academic achievement in comparison with the general population. But this growth needs constant and continued reinforcement.

Only through education can these children be provided the opportunity to realize their potential as contributing members to a democratic society. *Only you* can provide a safeguard system of funding for a program for disadvantaged children who deserve a better chance in life. H.R. 69 will give it to them.

Chairman PERKINS. The next member of the panel, Mr. Bruce.

STATEMENT OF JOHN H. BRUCE, DIRECTOR, COMPENSATORY EDUCATION, KENTUCKY STATE DEPARTMENT OF EDUCATION

Mr. BRUCE. I am State director of compensatory education for the State of Kentucky. I would like to make the following statement. The purpose of the ESEA title I is sound and desired goals are feasible.

As evidenced of success of title I projects, I am prepared to cite a number of specific and individual cases from the State of Kentucky. If the Chairman should so desire, I will be happy to come back to those at any time.

Chairman PERKINS. I wish you would put them in the record and you can summarize them before you get through today.

Mr. BRUCE. They are a part of my prepared statement. In Carter County, Ky., we have a title I project called primary intervention class to upgrade reading achievement.

Evaluation of this project reveals that at the end of 1971–72 school year, the class failure and retention rate in the primary grades of the participating schools have been reduced by 50 percent and that 80 percent of the children in the special title I program were able to enter into traditional class rooms at the beginning of the following school year. This program was predicated on the needs that were found through learner needs assessment.

The district expended better than $200 per child to achieve these results. The people in Lincoln County, Ky., discovered that one-half of their children were reading 1 year or more below grade level. They utilized the title I administrator, the local school administrator, the parent advisory council, and others in developing a title I project.

Evaluation reports from the 1971–72 school year show an average gain of 1.2 years educationally for the participating students.

The LEA expended $215 per child to provide this title I remedial reading service for 400 children. Other cases would show that our most successful project under title I in the State of Kentucky have required an expenditure of title I funds of $400 to $700 per child participating in the program.

In addition to that academic success being experienced by children reading service for 400 children. Other cases would show that our participating children in the areas of attitudinal change toward school and society. Behavioral characteristics have been improved and development of a positive self-image.

I recognize these are intangible qualities and they are not easily measured on a statistical scale. Yet they are most important qualities and their real and lasting contribution to the total child will be revealed only as he lives his life as a citizen in the community.

I would like to make certain observations and recommendations relative to specific features of ESEA title I.

First, I would like to commend Chairman Perkins on the introduction of H.R. 69, for consideration by the first session of the 93d Congress. I strongly support the legislation to extend the Elementary and Secondary Act until June 30, 1978. I would further urge and plead with the Congress for its adoption.

Second, I would address a comment and observation to adequate and timely funding. The grant amounts per pupil which have annually been appropriated by the Congress are not adequate to provide a worthy program of compensatory education and meet the needs in depth of the participating child, nor has the appropriation been adequate to broaden the scope of compensatory services to include all of the children residing in eligible attendance areas, who are educationally deprived in one or more academic areas.

I am pleased that H.R. 69 provides for a minimum of $300 per child. The greatest fallacy and weakness of the act has been the lack of timely determination and notification of LEA grant awards. A procedure should be established by law which would require ESEA funding determinations by the Congress and grant notifications to the LEA's during the fiscal year preceding the year of expenditure and program operations.

If we would correct our major weakness in this program, we must give local school leaders such leadtime for planning and developing their projects on the basis of concrete information.

The provision of H.R. 69 to combine parts A, B, and C of the present funding structure into a single part A, is wise and practical. Under the current formula, parts B and C for many LEA's are so meager they become a nuisance factor for their expenditure and accounting.

The $4,000 figure established in the proposed legislation for the demarcation line of low income families is certainly proper in keeping with the times.

In conclusion, Mr. Chairman, I would like to make the observation that the present system of ESEA title I program audits by Federal agencies is a travesty. This condition can only be corrected when HEW auditing agency and the U.S. Office of Education program administrators come to an agreement in their understanding and interpretations of the laws, regulations, and guidelines, and when these understandings and interpretations are given explicitly, firmly, and on a timely basis to the title I program administrators at the State and local level.

Thank you, Mr. Chairman.

Chairman PERKINS. Dr. Bruce, how much money are you presently receiving for the disadvantaged children in Kentucky under title I?

Mr. BRUCE. Mr. Chairman, under part A of LEA grant programs for last year, fiscal year 1972, we received approximately $37 million. However, it appears there is much bad news in the making for Kentucky and if the President's budget is the basis for appropriations under the continuing resolution, Kentucky will lose approximately $5 million for the current fiscal year as compared to what we received for the preceding fiscal year.

Chairman PERKINS. You are talking about if the continuing resolution goes through as basis for appropriations for the remainder of fiscal year 1973?

Mr. BRUCE. That is correct.

Chairman PERKINS. We are going to lose $5 million compared to fiscal 1972?

Mr. BRUCE. Yes, that is a reduction of 13.7 percent in funding for programs which have been underway since the last week in August.

Chairman PERKINS. Has any notice gone out to reduce and cut back expenditures in connection with title I programs in Kentucky?

Mr. BRUCE. I regret, Mr. Chairman, we have been forced to do so. We have terminated the employment of a number of para-professionals and we have some districts due to fluctuation of AFDC count that in all probability if this figure holds that we have been given, we will be forced to terminate the employment of teachers.

Chairman PERKINS. Has that same principle and the continuing resolution, if that is the basis of the appropriation for the remainder of 1973, will that affect all of you gentlemen throughout the country about the same ratio? Am I correct in that assumption?

Mr. BRUCE. It probably will.

Chairman PERKINS. Mr. Bell, you ask the witness questions for a moment, and then I will get back.

[Mr. Bruce's statement follows:]

STATEMENT BY JOHN H. BRUCE, DIRECTOR, COMPENSATORY EDUCATION, KENTUCKY STATE DEPARTMENT OF EDUCATION

Mr. Chairman and members of the Committee, I am John H. Bruce, State Director of Compensatory Education for the state of Kentucky.

With your permission I would like to make the following statement:

In 1965, after a great effort on the part of this committee, the Congress passed and the President signed into law the Elementary and Secondary Education Act. This was one of the greatest pieces of legislation to be enacted by the Congress in modern times. It was great because it addressed itself to a fundemental problem confronting this Nation. This was landmark legislation: it dared to take a giant step forward to meet people needs at the grass roots level. After decades of wanton neglect and disregard, the United States recognized that the neglect of our children is tantamount to social and political suicide for a free state. This great Nation aroused itself and through the Elementary and Secondary Education Act, we took positive steps to eliminate the causes of educational deprivation as found among disadvantaged children. These children live in pockets of poverty all across our land. They may be found in concentrated numbers as Indian children on reservations, children of Chicano migrant laborers, black children in city ghettos and poor white children in Appalachia.

The purpose of the Elementary and the Secondary Education Act is to provide compensatory education programs for educationally deprived children living in school attendance areas with a high instance of poverty. Through compensatory services provided under the Act, we are now attempting to diagnose the educational problems and provide a curriculum structured to gain educational success for a segment of our population who, until recently, had little hope for academic accomplishment. They had little hope of adequate preparation for the world of work or the prospects for becoming responsible, self-sufficient citizens in a democratic society.

The problems to which we have addressed ourselves under the Act do not lend themselves to an easy or quick solution. The very design of this program and the purpose for which it was enacted constituted a herculean task and monumental challenge to the school leadership of this country. Success must be measured in terms of the length of time during which the problems were previously unsolved and almost unapproached. Also, one must keep in mind the degree or severity to which the child is deprived and the elements in their total environment which are very resistive to change.

For seven (7) years we have operated compensatory education programs under title I of the Elementary and Secondary Education Act. During this time, we have made considerable progress in our understanding and ability to assess the needs of disadvantaged children. We have learned much about the kinds of programs which best meet the needs of deprived children. We are making progress in the training and retraining of teachers to become effective in special instructional programs and more adapt in the proper selection of materials and equipment. We are now able to structure a meaningful and continuing evaluation of compensatory programs. The experience gained and knowledge accrued in the administration and operation of these programs have begun to "pay off" for the participating children.

In the State of Kenutcky, like most of the southeastern states, the tremendous need for compensatory education is demonstrated in areas like Owsley County, Kenutcky, where 92.9% of the school children come from low income families. In Breathitt County, Kentucky, 85.5% of the children come from low income families. In Knott County, Kentucky 79.2% of our children come from low income families. In Casey County, Kentucky, 79% of the children come from low income families. In Magoffin County, Kenutcky, 78.7% of the children come from low income families. I could name several additional counties in Kentucky where the low income family children constitute 70% or more of the total student enrollment. For my State as a whole, 30% of our children come from low income families. This is about double the average for the Nation.

During the current school year in the State of Kentucky, we are providing compensatory education services under ESEA Title I for 291,000 children on a daily or weekly basis. At the beginning of this school year, our programs were utilizing the services of 3,700 certificated personnel and 1,800 noncertificated people. However, due to our loss of funds under the continuing resolution, we are being forced to reduce the scope of our program in accordance with the 13.7% loss of funds for fiscal 1973 as compared to the amount of funds received for fiscal 1972. When I review the budget before the Congress, as proposed by the administration, I am reminded of the Biblical account of the Hebrew children in bondage in Egypt, when they were required to make bricks without straw and not let the tally decline.

The purpose of ESEA Title I is sound and the desired goals are feasible. As evidence of successful Title I project components, I would cite the following examples:

In Carter County, Kentucky, we have a Title I project which is called Primary Intervention Class to Upgrade Reading Achievement. The objectives of this program are for: 60% of the children to gain, 8 to one year in reading as measured by pre and post test; 50% of the students will be table to read a story on their level with 85% accuracy as measured by a teacher constructed test; 60% of the children will be able to identify 70% of the vocabulary listed in their textbook; 80% of the children will be able to tell with 90% accuracy the sequence of events from a story read to them by their teachers; 60% of the children will be able to enter into a traditional classroom by the start of the succeeding school year. Evaluation of this project reveals that at the end of 1971–72 school year, the class failure and retention rate in the primary grades of the participating schools have been reduced by 50%, and that 80% of the children in the special Title I program were able to enter into traditional classroom at the beginning of the following school year. This program was structured around teachers and teacher aides trained in early childhood education. It involved reduction of class size, special material and special equipment. The Title I services required for the 195 participating children cost $132,000 or a per pupil cost of $676.

In East Bernstadt Independent School system, we had 66 children enrolled in a Title I remedial reading project during the 1971–72 school year. The participants were chosen for the project on the basis that they were reading one to two years below expected grade level. Evaluation of the project indicates that the average overall increase in reading performance was 1.3 years per student. One student gained 2.2 years in reading ability during the one year of program participation. The district expended $183 per pupil in Title I funds for this project.

In the Paducah Independent School system we provided a Title I reading clinic. The purpose of the clinic is to meet the needs of children who are severely deprived in reading. The clinical services consisted of a complete testing and diagnostic unit, a remediation program and specialized teacher training. Children referred to the clinic are two or more years below grade level in reading. Evaluation has shown that the average student received in the clinic and attending regularly throughout the year improved in reading ability on an average of .6 to .9 of a year during one school year of participation. In light of the type student served by the clinic this represents great success. Much individual instruction is required and the LEA expended $706 per child from their Title I account for this program.

A learner needs assessment conducted in the McCreary County School system showed that more than 50% of the pupils were reading one or more years below grade level. A Title I reading project was developed and implemented. Evaluation of the project for grades one through three has revealed an average gain of 1.6 years per student when comparing the post test with the pre test performance for one school year. The LEA expended $206 per child in Title I funds for the program.

The Johnson County School system found that 50% of the children were reading one or more years below grade level. A committee composed of the superintendent, Title I Coordinator, reading teachers and members of the Parent Advisory Council designed a Title I project to relieve this condition of educational deprivation. The objectives of the program are: to improve the reading skills of project participants by .8 of a year or more as measured on the Gates-MacGinitie Reading Test, to improve attendance of the project participants by 2%, and to improve the self-image of children in the project. Evaluation of this program shows: an increase in average daily attendance of 3% (a matched control group increased in average daily attendance by 1%), the reading ability of project participants was raised an average of 1.1 grade levels as compared to .6 grade level improvement for the matched control group. Approximately 50 students became competent in reading on their grade level and were returned to the regular classroom program. This project included 675 students and cost the district $222 per pupil in Title I funds.

Because of immaturity observed in first grade students, the Harlan County School system developed a Title I project of kindergarten services for 309 children. The success of this project is demonstrated by the fact that 99% of the students eligible to enter the first grade are eager to do so. 89% of the children acquired the ability to follow the necessary daily school routine. Of the 309 participating children, 227 of them scored high or high average in reading readiness on the post test at the end of the project period as compared to only 88 who scored in the high or high average category on the pre test. The LEA expended $464 per pupil in providing the kindergarten services as Title I project for disadvantaged children.

When the people of Lincoln County, Kentucky, discovered more than one-half of their children reading one year below grade level, they utilized the services of the school administrators, teachers, and Parent Advisory Council in developing a Title I reading project to alleviate this condition. Evaluation reports for the 1971–72 school year show an average gain of 1.2 years educationally for the participating students. The LEA expended $215 per child to provide this Title I remedial reading service for 400 children.

In addition to the academic success being experienced by children in ESEA Title I projects, we have observed tremendous improvement in our participating children in the areas of attitudinal change toward school and society, improved behavorial characteristics, and the development of a positive self-image. These are intangible qualities and they are not easily measured on a satistical scale. Yet, they are very important qualities and their real and lasting contribution to the total child will be revealed only as he lives his life as a citizen in the community.

In conclusion, I would like to make observations and recommendation relative to specific features of ESEA Title I:

1. I commend Chairman Perkins on the introduction of HR 69 for consideration by the first session of the 93rd Congress and I strongly support this legislation to extend the Elementary and Secondary Education Act until June 30, 1978 and I would further urge and plead with the Congress for its adoption.

2. Adequate and timely funding: Title I of the Elementary and Secondary Education Act has never been adequately and fully funded. Last year, Part A Title I grants for the LEA grant programs in my state amounted to $163 per formula child. This year with funding under the continuing resolution, my state may receive only $130 per formula child for Part A grants. Please keep in mind that the successful Title I projects which I previously cited cost the LEA from a low of $183 per pupil to a high of $706 per pupil. The grant amounts per pupil which have annually been appropriated by the Congress are not adequate to provide a worthy program of compensatory education and meet the needs in depth of the participating child nor has the appropriation been adequate to broaden the scope of compensatory services to include all of the children residing in eligible attendance areas who are educationally deprived in one or more academic areas.

I am pleased that HR 69 provides for a minimum of $300 per formula child and that additional funds appropriated by the Congress would be distributed on a basis related to one-half of a state's per pupil expenditure for education or one-half of the national average whichever is greater.

The greatest fallacy and weakness of the Elementary and Secondary Education Act has been the lack of timely determination and notification of LEA grant awards. The provision in HR 69 which requested the Commissioner of Education to make a study to determine the adverse affect of late funding should be revised and a procedure should be established by law which would require ESEA funding determinations by the Congress and grant notification to the LEA's during the fiscal year preceding the year of expenditure and program operation. If we would correct our major weakness in this program, we must give local school leaders sufficient lead time for planning and developing their projects on the basis of concrete information.

3. The amendment to the Elementary and Secondary Education Act as provided by Public Law 91–230 and the subsequent regulations relative to comparability of services as terminated by the U.S. Office of Education has placed a onerous and unfair burden on Title I. Through this procedure, the federal agency is now using Title I as a clout to mandate the expenditure of state and local funds among local schools at the school district level. I do not take issue with the philosophy behind the requirement for comparability of services; however, the attempt to accomplish this primarily through the threat of withholding ESEA Title I funds has generated an inequitable share of criticism and inconvenience for the Title I program.

If the federal government proposes to mandate comparability of school services provided through the expenditure of state and local funds at the school district level it should then be prepared to enact such legislation, but we should not saddle one federally funded program as a means for accomplishing our total purpose in the area of a comparability mandate

4. The provision of HR 69 to combine Parts A, B, and C of the present funding structure into a single Part A is wise and practical. Under the current formula Parts B and C for many LEA's are so meager that they become a nuisance factor for their expenditure and accounting.

5. The $4.000 figure established in the proposed legislation for the demarcation line of low-income families is certainly proper and in keeping with the times. The legislation should be revised to take into consideration those school districts which have an extremely high instance of poverty throughout the district and a correspondingly great concentration of educationally deprived children in each school within the district. I would suggest that whereas the national average for low-income family children is approximately 15% any local school which has a percentage of low-income family children double the national aver-

age or 30% should be eligible for Title I services. The current regulations for determining eligible school attendance areas notwithstanding.

6. There should be established by law a systematic procedure for meaningful input by state and local education agencies in determining the regulations and guidelines by which ESEA Title I is governed, administered and operated.

7. Procedures should be established which would guarantee that the U.S. Office of Education is staffed with professional educators who possess successful experience in elementary and secondary education at the local and state educational agency level.

8. The present system of ESEA Title I program of audits by the federal agency is a travesty. This condition can only be corrected when the HEW audit agency and the U.S. Office of Education program administrators come to an agreement in their understanding and interpretation of the laws, regulations, and guidelines and when these understandings and interpretations are given explicitly, firmly and on a timely basis to the Title I program administrators at the state and local levels.

Mr. BELL [presiding]. Mr. Chairman, if it is all right with you, we will continue the panel. I will call on Mr. Lindmuth:

STATEMENT OF ROBERT LINDMUTH, OLYMPIA, WASH.

Mr. LINDMUTH. I am the Federal liaison representative filling in for our title I coordinator from our own region. I had to send him for testimony and it is here in the record.

My comments as the liaison officer on title I are brief. I would like to indicate and repeat what has been mentioned that title I, contrary to a lot of comments that have been made and read, has worked, and one of the problems that we have run into over the years, as the committee well knows, is the fact that we have been late in receiving our grants.

The problem, as mentioned earlier, is that I feel that the Federal Government has been very helpful, but has contributed through the process of late funding and low levels of funding.

This has contributed, I feel, to the fact that title I has seemed not to work as well as it ought to have worked by this time in year No. 8.

I would like to add another bit of information that Mr. Ceja from California has mentioned, that they have had a compensatory education program for many years. This is very true. But in the State of Washington, title I more or less jabbed the conscience of the State and the school districts, and has led to a compensatory education of our own, using the categorical kinds of moneys that the State legislature has appropriated.

In fact, in the State of Washington, several million dollars, I think it was around $8 or $9 million by now, have been appropriated in conjunction with title I to go into areas where title I money had nothing, or to do the same kinds of things in compensatory education that title I has been able to do.

We have recognized this now and would hope that title I would continue so that our State compensatory education programs could likewise continue.

There is evidence that in the inner-city portion of Seattle and Tacoma, where title I moneys have been concentrated in the ghetto areas and likewise in the rural areas, where it meets the criteria, that there have been a dramatic turnaround in dropout children, for example.

There has been a complete reversal in the Indian children who have been proven to drop out of school before. There have been reductions in such matters as vandalism where there have been programs continuing with title I, and also our State categorical programs of this nature.

There has been reduced racial tension in the State of Washington schools, some of the schools, although fortunately we do not have quite as big a problem as some parts of the country. We have had some problems in this area and these are dramatically reduced in Seattle, Tacoma, and other places.

Much has been said, and I will not go into it, Mr. Bell, on the matter of altering the distribution or making it a part of a package, whether you call it revenue sharing or something else, that we feel has been mentioned here that title I must continue in our judgment so that categorical needs, the migrant programs, and disadvantaged children can be identified.

I am a little fearful that some States, perhaps not California, perhaps not Washington, but many States might be tempted to take an alternative kind of distribution, such as education revenue sharing might be in its broad categories, and lump that into a treasury and add it to perhaps a general support and $43, for example, in the State of Washington, might add to every pupil across the State on the premise that schools will certainly meet the needs of these educationally disadvantaged and other children.

I would like to believe that to be true, but I am not sure it would be true.

Mr. Bell. I would think, Mr. Lindmuth, that funds are supposed to be supplementary, that they are not supposed to supplant, and that it would be a violation under any circumstances if they were used to do that.

But, I think, as long as you have raised it, the important thing that revenue sharing is purported to do, and we hope will do, is to eliminate some of the direct grants, or itemized grants that are perhaps less necessary in some areas than in others, and give the local school board or the State school board, or the State system a basis upon which they can organize according to their needs.

This has been one of the frequent problems that I have found in talking to school boards and school people, that the manner in which they have to use these funds is not always the best one for their local needs.

So, I am hoping that under the revenue sharing the discretion of the local school people who in most cases, certainly in California, are very competent, would be the ones who would sway, rather than somebody in Washington providing the guidelines. There are certain minimal guidelines but much less stringent than we have had under title I.

Mr. Lindmuth. The concern that I would interject at this point is that I don't feel comfortable with the concept of revenue sharing as it has been proposed.

The idea of a block grant is worthy providing that again title I and other compensatory or categorical programs are protected and this is not advisable at least to what we have been able to see in the proposals that come out of the education revenue sharing.

I think it is quite interesting to note that the revenue-sharing proposal would apparently incorporate the programs which we now call formula grant programs, as opposed to discretionary moneys. We are fearful with the current emphasis upon holding of moneys that we are not sure we would get it, or if we got it, we might be forced to cut back midway through the years.

There has been some protection through the years, in the Renquist memo, 3 years ago, which indicate that holding of money is somewhat questionable when it comes in the form of grants, and I am not sure I could recommend to our people that we give up that protection.

I would feel I would not need to say any more at this time, but I will throw in also that under the formula grants and State administrative moneys, that we could possibly lose, or at least would be under jeopardy under title I and title V, we are not competent to know what is going to come out of that, so we are apprehensive at this time.

Mr. Bell. That, of course, is one of the problems when you have a new system. Theoretically, at least, the concept of revenue sharing is to give the same basic amount if not a little more in some areas.

Mr. Lindmuth. It would not be from my observation and from testimony in other committees before the Senate 2 years ago, when it came out at that time, and it is less now, that we would receive in buying power dollars less money under that proposal than we are now receiving under the various categorical grants.

Mr. Bell. Do you think it would be substantially less?

Mr. Lindmuth. I think it would probably be 12 percent less, yes, sir, and also with the programs that the administration is proposing to terminate, it would be about 30 percent less in our State. I think that would be true in most States.

Possibly 30 percent less than we are getting now by counting the programs that would be terminated along with the revenue sharing.

[Mr. Lindmuth's statement follows:]

Impact of Elementary and Secondary Education Act Title I on Washington State

(Prepared by Dale Farris, Information Specialist, Grants Management Section)

If the Elementary and Secondary Education Act Title I support of Washington State school programs were to end, the impact would be immediate and it would be extensive. And the blow would fall most heavily upon those children and youth who already are at an educational disadvantage because they have special needs caused by poverty, neglect, delinquency, or cultural, geographic, ethnic or linguistic isolation.

Special help is needed to help raise the educational attainment and rates of progress of these children to those appropriate for children of their ages. Title I of the Elementary and Secondary Education Act has been a significant source of support for that special help.

In Washington, 297 of 316 local school districts operate Title I projects, with approximately $12,272,000 appropriated each year. Grant awards range downward from $2.422,000 for Seattle, the state's largest city, to $217 for a small, isolated rural district. The bulk of Title I funds (85%) support project activities in the 25 largest school districts where most of the target populations are clustered.

More than 56,000 public school children and 1,000 non-public school youngsters participate directly in Title I projects, and an estimated 380,000 public and 7,000 non-public students benefit indirectly because of materials, support services, or instructional strategies that have paced improvements in the general program within target area schools, even as the special needs of Title I children were being served. Nearly 1,000 dropouts also participate in special projects, and 1,000 other students are served through neglected and delinquent institutions. Five hundred and fifty-three, or 98%, of the 561 public elementary schools eligible to participate did so, and 211 of 216 (97%) eligible secondary schools actually served students. All of the 38 elementary non-public schools within eligible districts had students involved directly in Title I projects. None of three eligible non-public secondary schools participated.

Of the 754,362 students attending school in districts eligible for Title I projects, 127,234 (or nearly 17%) are considered low-income and eligible for participation. Only about one-half of these eligible children are actually being served by Title I. In a large majority of the Title I projects in Washington State, there is a waiting list of children whose educational needs could be treated if resources were available.

An additional 8,700 children are served by Title I each year under the Migrant Education Amendment (PL 89–750). These youngsters receive compensatory education assistance, over and above basic Title I help, in 197 schools in 43 school districts. In 1971–72 the total Migrant program involved 936 teachers, 314 aides, 56 counselors, 42 home visitors and 282 unpaid volunteers. Minority and low-income populations were represented in these staffing classifications, particularly as teacher aides, many of whom (an estimated 85% or more) are now in career development sequences rather than on public assistance or marginal employment situations.

Within the total Title I state program, disadvantaged children are served by 1,757 teachers, 1,230 aides (including those with home-school liaison duties), and 139 supportive services people.

More than half of the regular Title I projects are designed to correct specific reading disabilities, and it is this statewide program emphasis that reveals where funding cuts would strike hardest. In district after district, as well as at the state and national level, it is the reading inadequacy of disadvantaged youngsters that is identified as a critical need. And reading is the program priority, a vital key to elimination of the discrepancies that separate disadvantaged boys and girls from their more affluent classmates.

Other Title I projects stress individualized instruction (13%), math (8%), pupil services (6%), language arts and social studies (4%), library services (2%), and other general academic areas (11%). But it is primarily to the remediation of reading difficulties that most Title I efforts are directed in Washington State.

In addition to the direct assistance that the program has provided to children, ESEA Title I has exerted a strong influence upon the educational efforts within local school districts and upon the State Educational Agency. The program has its most immediate impact within the target school populations, but there are implications for the entire district in what happens during Title I activities. Elimination of Title I support would undercut the general educational progress within a district that accompanies the development of special Title I projects.

Specialized educational materials and equipment needed to implement projects for target youngsters provide learning options that have been extended gradually into other eligible classrooms at local district expense. A much broader array of materials and equipment have become familiar to students and teachers, and educational expectations have been raised.

Project participants and their teachers have not been the only ones in target schools to benefit from the introduction of the different instructional strategies that are necessary to overcome the learning disabilities of Title I students. The methods and skills used in these special projects have diffused into regular classroom situations and, in numerous cases, have resulted in a reordering of district priorities. One-to-one teaching; extensive use of classroom and home liaison aides; parent volunteer programs; cross-age tutoring, which frequently is of as much value to the tutors as it is to the pupil helped; use of learning resource centers; diagnostic and prescriptive instruction; individualized learning activity packages; and, measurement of rates of individual pupil progress, rather than group levels of achievement. The use of these strategies in Title I projects helps to move them outward to other classes, other teachers, other districts.

Also provided are specialized support services—such as counseling, home-liaison, health and nutritional programs—which are often essential for remediation of disadvantaged educational problems. These, too, frequently set new standards for regular district programs.

The concept of project management by objectives—in fact, the whole notion of educational accountability—is an integral part of the Title I grants process at both local and state levels. School districts not only must identify the specific learning disabilities of individual students within a target school population but they must develop an approvable remediation project according to strict guidelines. Pupil needs have to be assessed and identified in concrete terms. Project objectives to meet those needs must be stated in behavioral terms that make it possible to evaluate whether or not pupil progress does in fact occur. And the procedures that are used to change pupil academic achievement rates must have proof or strong promise that they will do so. Movement throughout the state in the direction of educational accountability has been strengthened and accelerated by Title I.

Inservice training for teachers, aides, support personnel and administrators has additional carryover impact on activities outside of Title I projects. These special projects frequently require special skills in order to plan, manage and evaluate them. The instruction provided to Title I staff has given impetus for districts to seek similar kinds of leadership and expertise throughout the regular school program.

Title I stress upon comparability requirements has caused local school districts to reexamine traditional patterns of distributing their resources, and many districts have been able to move in directions that will strengthen further the drive to provide equal educational opportunity to all boys and girls.

Title I has another kind of impact upon education, and in a direction and with a momentum that is largely unique to Title I and compensatory education programs like it. Community involvement in education, particularly parental participation in planning and evaluating the activities that help their children, has gained much in practice and theory from the Title I program. It has been a new, sometimes painful experience for both the schools and the communities, but the entire process has resulted in changes that are, and will continue to be, beneficial to all children.

There is another advantage in community involvement. Many of the 1,230 aides employed in local projects are themselves members of the Title I target population. Without Title I, between 850 to 900 of these people would be on public welfare or marginally employed. They would not be involved in career development sequences, nor would they be involved in an active, informed way in the educational progress of their children.

State Office staff possess, through operation of the Washington Title I program, and through involvement in local district projects, a heightened awareness of—and an increased ability to deal with—the educational problems of disadvantaged youngsters.

It is from this perspective that this summary is prepared. Loss of the Title I program would, in Washington State, impede the educational progress that *has* occurred since 1965, and the yearly acceleration that *is* taking place would be drastically reduced.

Most importantly, in the program disruption at the local level that would naturally follow an abrupt withdrawal of Title I funds, children who now are moving out of their disadvantaged dilemma would lose a vital source of help. And their communities would lose valuable, irreplaceable human resources.

Mr. Bell. Mr. Lloyd Eldredge.

STATEMENT OF J. LLOYD ELDREDGE, UTAH STATE DIRECTOR OF TITLE I ESEA

Mr. Eldredge. I would like to enter my statement of support to the present method of allocating money to States.

A lot has been said about allocating on the basis of test scoring and other means, but I would like to say that I think there is pretty good evidence that educational disadvantage is due to poverty, cultural, and likewise differences.

I know the students who qualified for title I programs in our State and I collected some data by ethnic background. In our State, 92 percent of the students are Caucasian. Sixty-eight percent of these students qualified for title I programs.

If we look at the Indian students in Utah, there are only 2 percent in the State, but 10 percent of those students qualified as being educationally disadvantaged.

Of the Spanish-speaking, we only have 4 percent again in our State, but 19 percent are in the program.

So, I think there is some pretty good evidence that education disadvantageness may be caused by poverty and cultural and likewise differences.

I would also like to enter a rebuttal to the notion that title I is not working. In Utah, it has been working very successfully. I just completed the evaluation reports for last year and in Utah we collected data on every student who was in the program.

The students who qualified for title I programs in Utah made prior to this time three-tenths to six-tenths grade equivalent gain per year.

Last year, and again I emphasize the fact this is data collected on all students in the program in the State, these students made an average growth of 1.1 month for every month they were in the program in mathematics. Or they made 11.7 month growth in a 9-month period. On the average in reading, the figures are even better.

On an average these kids made 1.4 month for every month they were in the program. That means that if we take it at 9 months' basis, there was 12.6 month average growth in reading for these target students in a 9-month period last year throughout our State.

Again, may I emphasize the fact that these kids have made in the past only three to six-tenths grade equivalent per year. We think that the program is realizing results.

I have heard the Office of Education say there are roughly 16 million kids who qualify for title I who should be receiving services and that we are only reaching a third of those kids. I suspect that is conservative, but if it is true, and we are only reaching a third of those kids, it seems to me a mistake to be looking at a decrease in funding for these kinds of kids, rather than an increase.

I would like to make one other point and that is a personal one, but I have only been with title I since June. Prior to that time I served in various administrative capacities in schools. I worked under title III projects in the public schools. The success we achieved in that project eventually reached Italy where we were on nationwide television. We had visitors all over the world come to the program. We were featured in Parade magazine 2 years ago this month.

This would not have been possible without title III funds which is a part of ESEA.

As a school superintendent, I worked in title I from that point of view. I also had the opportunity to sit across the table negotiating with teachers for salaries, and I want to tell you that if money comes to States or to district of a general nature, that is not earmarked categorically, that money eventually gets thrown in the pot for salary negotiations.

I would like to plead for this committee to push for continued categorical funding to see that that money gets to the kids to continue to make the kinds of differences that we are seeing in Utah.

I have other testimony, but I am going to stop at this point for the sake of time.

Mr. Bell. Thank you, Mr. Eldredge.

[Mr. Eldredge's statement follows:]

Statement by J. Lloyd Eldredge, Utah State Director of Title I ESEA

Dear Congressman Perkins and members of the General Education Subcommittee, I want to thank you for the opportunity to express myself regarding President Nixon's decision to drastically cut or eliminate various programs under ESEA.

The President's intentions to cut back domestic programs has created concern in the minds of many citizens throughout Utah. I am one who is greatly disturbed with his attitude toward education and his commitment to eliminate Titles III, V, and VII of ESEA and to drastically cutback Title I.

I hear the President and others tell us that many of our educational programs have not worked in the past so let's cut them out. I would like to share with you some firsthand experiences I have had with Title III and Title I in an attempt to refute that statement.

As a school principal, I had the opportunity to conduct an educational experiment under the Title III program which has had far reaching effects upon education in Utah and elsewhere. In February 1970, an article appeared in the *Parade* magazine describing part of that experiment. I have written an article reporting the student achievement results over a two year period which will be published sometime in the next few months in the *Educational Technology* magazine. The results were significant not only in the cognitive area but the affective area as well. Representatives from the Italian government filmed a documentary on our school which was shown throughout Italy, and visitors from all over the world have come to see the program. Without Title III money, we would not have had the resources to do what we did.

As a school superintendent I operated a Title I program on the district level. I am now the State Director for Title I in Utah. This program has made a significant impact upon education in Utah. I have just completed the evaluation report for last year. The students who qualify for Title I usually make about a .3 to .6 grade equivalent growth per year. *Last year the average growth in math for these students all across the State was 11.7 months in a nine month period. The average growth in reading was 12.6 months over a nine month period.* We feel that the Title I program in Utah has been very successful. The data would indicate that we are right.

It has been estimated by the U.S. Office of Education that there are sixteen million students in our public and private schools who could appropriately be classified as educationally disadvantaged. I suspect that figure is much too conservative. However, if it is accurate, we are able to serve about one-third of those students at the present level of funding. To cut back funds for the education of the disadvantaged student at this point, when we so badly need educational funds, would be a serious mistake.

In Utah, I believe we are just beginning to reap the benefits of Title I. Title I offers school district personnel an apportunity to try something different with students who have been unable to succeed in the system in the past. Educators in Utah who have caught the vision of Title I have modified programs to a point where they are beginning to meet various educational needs of disadvantaged children and youth. As a result, Title I programs are influencing education for good all over the State. Students who have been unable to succeed in the system in the past are now achieving success, and educators who have been unable to meet the needs of these students in the past are also achieving success.

I would like to make just one more point in a letter which is already too long. The point I would like to make relates to categorical funding vs. general funding. As a former school superintendent I sat across the bargaining table with a teachers' negotiating team in an attempt to get some agreement on basic salary issues. Monies that were not earmarked for some particular educational purpose were eventually thrown into the salary pot. Categorical funds were used for the purposes for which they were designed, because they could *not* be negotiated away.

If the level for funding for Title I is cut back, children in Utah will suffer. Since the quality of education has such far reaching effects upon our economy and upon the individual lives of our citizens, we will all eventually be effected by the consequences of such a decision.

I sincerely hope that you will do what you can to save ESEA or some similar type program. To cut-back Title I or to do away with it entirely would, in my opinion, be a large step backwards.

Ogden City School District Title I Program

The Title I Program in the Ogden City School District had three (3) major objectives for the 1971–72 School Year. The first was to raise the reading level of Title I students 1½ years. The second was to reduce absenteeism, and the third was to prevent the drop-out rate from increasing over the preceding year. A total of 827 students from grades K–12 were selected as Title I students. Four elementary and four secondary schools were involved.

The average mean growth in reading achieved by all students who participated in the Title I Program during 1971–72 was .78 or eight (8) months growth. This growth occurred within a period of seven (7) months. This growth is significant when one considers that this represents an average level of achievement with very low achieving students.

The attendance of Title I students surpassed that of their schoolmates in all but one school. The total attendance of students designated as Title I in Ogden City School District was greater by 1.26% than that of non-participating students. This suggests somewhat the holding power of the program for these students.

The drop-out rate for 1971–72 did not exceed that of 1970–71. However, as a district, we strongly feel a need to significantly reduce the number of drop-outs and future effort must be directed to accomplish this.

Title I has made an impact with students who previously were not able to achieve success in school. There is now more confidence displayed by these students as well as an increased interest in school. Preventive measures have been taken at Kindergarten and First Grade to reduce the need to remediate at later years. The behavior of students has improved when success in school is experienced. This is made possible by individualized help as well as small group activity through Title I.

As a district, we feel the Title I Program has had a positive impact here. The program is accepted enthusiastically by parents in the target areas.

TOOELE COUNTY SCHOOL DISTRICT,
Tooele, Utah, February 21, 1973.

J. LLOYD ELDREDGE,
Title I Director, Utah State Board of Education,
Salt Lake City, Utah

DEAR LLOYD: The thrust of our Title I Program is toward prevention rather than cure and is focused in three elementary schools serving 275 youngsters. Title I money provides elementary children an opportunity to learn or relearn basic skills in reading and math using the latest electronic equipment as well as human resources.

Our math project utilizes a program called "Inspire," designed by James K. Hoffmeister from Boulder, Colorado. This program consists of a series of computerized programs designed to increase student proficiency and motivation to learn. After three months in this project, the results are exciting because students are using the program to capacity and the infinitely patient computer allows youngsters to explore, investigate, and experiment with numbers.

The reading program is equally exciting with Hoffman Readers, Systems 80, and Controlled Readers which motivate youngsters to enjoy the learning experiences. In short, the impact of Title I money in this district means the difference between learning and not learning for these young people.

Sincerely,

KEITH D. STECK,
Director Title I.
CLARKE N. JOHNSEN,
Superintendent, Tooele County School District.

ALPINE SCHOOL DISTRICT,
American Fork, Utah, February 22, 1973.

Dr. LLOYD ELDREDGE,
Utah State Title I Director,
Salt Lake City, Utah.

DEAR DR. ELDREDGE: The Title I Program for Alpine School District is attempting to improve the reading and self-concept of about 400 students in kindergarten and grades one, two, three and seven. The elementary program involves the use of student tutors from grades five and six who are trained and directed by a specialist tutorial teacher. The tutorial teacher meets the tutoring teams for 30 minutes each day in her own room where she prescribes the reading lessons which are taught by the tutors. She also keeps close contact with the home room teacher. A school counselor is also hired from the fund to help resolve special problems the children have. Her work includes administering special tests and prescribing activities to overcome these problems.

Three formal parent conferences are conducted for each child each year. Attending the conference are the tutorial teacher, counselor, regular homeroom teacher, any other specialists involved with the child and the parent. These conferences are conducted for 30 minutes each and result in parent assignments to be checked at school. These parent assignments often require the parent to be trained by the counselor or tutorial teacher to better accomplish the required goal.

Some children have emotional problems stemming from home conditions. We have organized some evening sessions for parents of Title I children to discuss family communications and specific family problems. We call these, "Family Life Education Sessions." They are conducted by doctorial students from Brigham Young University studying marriage counseling. Families desiring to do so also are admitted to individual family counseling at B.Y.U. and some are participating in both. These programs are well received by participants. Some of our counselors assist with the groups evening sessions. A similar evening session is also available for parents of the 7th grade students.

We are attempting to prevent reading failure by emphasizing special help for primary grade students. Teachers and parents tell us we are succeeding there as well as causing many of the student tutors to have an experience helping someone who needs help. We think the value to the tutors in modifying their own concepts is about as valuable as the aid given the tutee. Parents thoroughly support both very strongly.

When I told our Parent Advisory Committee that the Title I program was being cut back next year, they were very hostile to the idea. But our district cannot afford to carry this type program since by straining every resource available we spend about $650.00 per child and the national average is now over $1,000.00 per child.

We like this program. We know what we are doing through close evaluation, we have influenced the total district in several ways and recommend that this particular funding be retained.

Sincerely,

QUINN HATCH,
Assistant Superintendent.
LYLE R. TREGASKIS,
Director of Federal Programs.

GRANITE SCHOOL DISTRICT,
Salt Lake City, Utah, February 23, 1973.

Dr. J. LLOYD ELDREDGE,
Director, Title I ESEA,
Utah State Board of Education,
Salt Lake City, Utah.

DEAR DR. ELDREDGE. An extensive analysis of our needs indicated that we have more than 3,000 students in schools located in our economically deprived area who were unable to meet with academic success. These students who were a year or more behind their peers were unable to benefit from the regular school program and were not eligible for special education programs.

Title I funds have been used in their schools for a number of years in an effort to bring to these stuudents the kind of education that would meet their needs. A number of program variations have been tried over the past seven years until we are now able to demonstrate that these children can be helped within the walls of our public schools. Our current program has achieved significant measurable academic gains. These gains are such that we can now state that all target children in our kindergarten, first, and second grade classroom can read at grade level thus showing that the handicap of a disadvantaged environment can be to this extent overcome. The careful use of Federal Title I funds have made these gains possible. While we have not overcome the more difficult task of dealing with the environmental problems outside the school which have contributed to the children's academic difficulty, we are not able to move into this area.

Should Title I funds be withdrawn from this program the school district would be financially unable to provide the additional help these children need to succeed in life. A tragedy that would be hard to cope with now that we can finally show that they can be started on the road to a successful career. One lesson that we have learned is not to be too anxious to look for immediate results from national programs and to look at the developmental process that they start to determine the possibility of success. Had we not had the Title I funds and national monitoring, we would not have been able to pursue this program to its current successful stage.

Additional benefits that have come to us are seen in the improved teaching available to those additional students in the school who while they do not have as severe a handicap as our target children they still need advanced teaching techniques to function in the regular school program.

We commend Congress for their foresight in establishing the Title I program and in its continued improvement and effort of their program.

Sincerely,

DR. JOHN ALLEN,
Director of Title I.

THE BOARD OF EDUCATION OF SALT LAKE CITY, UTAH,
February 26, 1973.

DR. J. LLOYD ELDREDGE,
State Title I Director,
Utah State Board of Education,
Salt Lake City, Utah

DEAR DR. ELDREDGE: The Salt Lake City School District has much in common with urban districts across the country. The central city area has a high concentration of low-income families whose children need special individualized attention if they are to succeed in making an adequate adjustment to society. Although Salt Lake City has just under 10% of the pupils in the state, it has over 20% of the pupils from low-income families.

The District is in the fourth year of concentration of Title I funds in a few schools and in the primary grades. Prior to that time the average test score was six months to a year and six months below grade level in grades one through three. In four years, through Title I, average scores are at grade level or above. Although additional help to students in grades four through six has been very limited, because of the inadequacy of funding, academic achievement has also improved at these levels.

Academic improvement, although of primary importance, is not the only change. Children now become independent and responsible for their own learning at the very beginning of their schooling, and develop adequate perceptions of themselves as successful in school. Their parents become interested in and supportive of the program. Mothers, through volunteering, employment, and other participation, are taught to help their children at home. The whole social milieu has changed for the better.

Rising costs, a shrinking tax base, and a Legislature whose members do not understand the problems of educating the educationally disadvantaged, would prevent the District from maintaining an adequately enriched educational program for those who need special help, if Federal funding were not maintained. Pressure on local budgets from organized employee groups, as well as from some segments of the affluent public, requires that adequate Federal funding be categorically dedicated to compensatory education.

Sincerely,

DR. DARLENE BALL,
Federal Programs Specialist.

BLANDING INDIAN EDUCATION CENTER,
Blanding, Utah, February 22, 1973.

To: Whom It May Concern.
From: Mr. Lynn Lee, Coordinator, Indian Education.
Re Title I, ESEA.

A great deal of concern has been generated in San Juan County, Utah over President Nixon's recommendations regarding Title I of the Elementary Secondary Education Act. The Title I target population in San Juan School District is in most part composed of Navajo Indian children, who first enter the public schools without being able to understand nor speak the English language.

As a result of Headstart, Title I and Title VII of ESEA, and the Career Opportunities Program, San Juan School District has established, perhaps the most comprehensive Indian education program to be found. Considering the relatively short time that these programs have been in existence, the results have been phenomenal. For the first time, at least in San Juan School District, our Indian students are able to function in the academic areas, particularly in reading which is so vital for progress in the Anglo society. For the first time local Indian adults are able to assume professional positions within the eductaional system. A total of thirteen Navajo adults are now certificated teachers, as a direct result of these programs in San Juan School District. At least five more will complete certification requirements by the 1973–74 school year, and an additional 70 are at various steps leading toward graduation. Student progress can be documented as readily as that of the adults mentioned above.

Title I is by far the largest of the programs directed toward the Indian population in San Juan School District; and thus, has had the greatest effect upon the progress which is being made. If Title I is eliminated or changed from a categorical aid program to a funding source such as revenue sharing, I personally feel that it would spell disaster for the educational future for disadvantaged groups such as the American Indian.

I fear that those supporting the termination of Title I, on the basis that it has failed to achieve the anticipated results, have expected six years of attention to make-up for nearly a century of neglect. It is very apparent, at least in San Juan School District, that this meager effort is beginning to produce results which are far beyond our greatest expectations. To stop now would not only be an injustice to these children and adults, but would be a tremendous waste of funds which have been expended thus far, without providing a reasonable opportunity to bring about the desired results.

If Congress is sincere in its efforts to bring about positive changes in the lives of the educationally deprived children in America, it might take a second look at two conditions which have made Title I very difficult to administer effectively. First, it might consider full funding which was established to achieve the predetermined needs, and second to provide for advanced funding in order for school officials to adequately plan for programs. One might assume that the intent originally was to build in handicaps, such as these, to assure failure.

I strongly recommend that every possible effort be made to continue Title I of ESEA at full funding of the law, and as a categorical aid program.

Mr. **Bell**. Would Dr. Oliver Himley, of Des Moines, Iowa, testify.

STATEMENT OF DR. OLIVER T. HIMLEY, STATE DIRECTOR, TITLE I, ESEA, IOWA DEPARTMENT OF PUBLIC INSTRUCTION

Mr. **Himley**. I was tempted before I came here to prepare a typewritten statement and stay with it. It has been very interesting to me to listen to the discussions that have taken place his morning and I suppose many of the comments that I will make will simply echo those that have been made previously this morning.

I don't mean for it to sound like a broken record, but I do feel it important that they be stated as far as we are concerned. I do agree that the funding for the disadvantaged students as we now know them should be continued. That type of funding should be continued before any consideration is given to general-aid type of funding.

I would not make that statement if I did not feel comfortable with the success story that we think we see at this point in time with respect to the title I programing within our State. I do not purport to speak for any other State except our own.

I do feel it important, however, to mention that I have been in contact within the past week with the States of Kansas, Missouri, and Nebraska, and I believe they would support me in the comments I will be making this morning.

The success story in terms of the achievement data is included in the written testimony which I understand will be made a part of the record, so I will not belabor the point at this particular point in time.

I would certainly strongly support the concept of a need for a floor provision in whatever type of bill comes out of the Congress. There is no way that school personnel can plan logically, intelligently or any other way, unless they have some firm basis with which to plan from year to year.

Third, we have heard some discussion this morning with respect to the need for general aid in addition to title I. I would support that concept, but if we do have to make our choice, certainly I would go with the type of programing we have at the present time. I do feel there are spinoff benefits that accrue to the general program that was initially started as a result of title I efforts.

More specifically, there are districts in our State, for instance, that have instituted programs with respect to reading programs that they have then expanded upon with State and local funds, because they realized that they were being successful in their efforts.

In addition to that, some of the district has possibly experimented or learned through title I efforts to upgrade or sophisticate their evaluation techniques and these techniques are not only being used now in title I programs, or other federally funded programs, but they are being gradually more and more expanded on into the regular or general school program.

So while we view title I as a categorical type program, I think it would be a mistake to feel that it stops at that particular point in time. It very definitely does have impact and spinoff benefits on the general school program.

There is one prime concern that I would like to speak to this morning, and again not only with respect to title I, or whatever bill would come out of the Congress, but for weeks now, it seems, there is not a day that goes by but what I don't get several telephone calls from local school districts around the State and they are concerned about next year, what do we do for next year?

Our people as they visit projects are bringing back reports that the teaching staff at the various local school districts are very, very concerned in terms of what about next year. We are in a situation where we have an oversupply of certificated teachers. We, in our particular State, have rather severe State mandated restrictions as far as the general fund is concerned for each of the local school districts.

There is very little opportunity now for districts to pick up title I funding or guarantee employment for these people unless the Federal funding is assured to them for next year.

The only recourse that local schools have is to terminate contracts of the teaching staff for next year and then in turn issue a provisional contract to these staff members which is dependent then upon Federal funding. A provisional contract is not very appealing to a well-qualified teacher and, consequently, they will leave programs of this kind and secure employment in the regular classroom if they can locate such a position.

So, what I am getting at here is that it is important for the quality of programs, whether it be title I or whatever, to have some stability built into the funding pattern for these programs. School people are becoming quite apprehensive about staying in federally funded programs or conceivably going into them for fear of not having the funding continue.

This year, of course, has been quite uncertain with respect to even funding for fiscal 1973 and, of course, we know nothing about what fiscal 1974 holds.

I do like, in terms of H.R. 69, the 5-year provision of extension. This, I think, would possibly assist some of the teaching staff, the administrators to reassure them of the certainty of funding for at least that time period. A floor provision would also help in that respect.

I am particularly interested also in the study suggested on page 25 of H.R. 69 which addresses itself to this particular point. My only comment about it is that the provision in the legislation allows for a 1-year time period in which the study would be made.

Personally, I don't think it should take a year's time to determine the problems and pose solutions. I think the problems are rather evident at this point in time and it should not take a year's time to come up with solutions.

The funding level has been discussed and I would like to point out in a little different fashion possibly than has been pointed out this morning. We have talked about that it is not sufficient and it isn't to reach all of the kids that need help.

We have possibly read articles that title I has not been successful. I think we have achievement data to indicate that it has been successful. But by the same token, in our particular State, the amount of title I funding that goes into the local school budget typically represents less than 3 percent of the school budget, and a person could probably question how much of a major impact one could logically expect from that amount of funding.

And with that, I believe I will stop and there are some other points in the written testimony, but I am sure there are other people who would also like to speak to the committee.

Mr. Bell. Thank you very much, Mr. Himley. There have been a number of comments made concerning the money that is going to be forthcoming for title I. I thought I would read a letter that I received on this subject very recently, because this has been a concern of mine.

> This letter is in response to your request for clarification of the apparent cuts in funding under Title I state agency programs for migrant children. The attached program directive of January 31, 1973 and memorandum of February 5 explained with fair clarity the reasons for and effects of the spending reductions.
>
> The column headed 1973 estimated grants represents the lowest sum which could conceivably be spent under the various possible budgetary alternatives for fiscal year 1973 under the Administration's spending estimates of $1,585,185,000 for Title I.
>
> Therefore, there are approximately $34.9 million under the President's estimated fiscal year 1973 budget which do not show up under LEA grants or the State agency programs in the attached list, but which will be distributed among these areas when the fiscal year 1973 funding issues are resolved.
>
> The use of the lowest possible spending level is necessary, of course, to prevent overspending by any program. The remaining sum, $34.9 million, may be used for the LEA grants or may be partially distributed among the State agency programs.

So that should help a little in clarifying some of the problems. I note that there is a lessening of the total amount, amounting to about $12 million from last year. However, even under the budget structures, I may not myself be in agreement with that, nevertheless. However, in all fairness, I think you have to recognize that the total education package since 1969 has increased to close to $6 billion for education. At least some credit has to be given to the present administration for that fact.

[Mr. Himley's statement follows:]

MATERIAL SUPPLIED BY OLIVER T. HIMLEY, ED. D., STATE DIRECTOR TITLE I, ESEA

The enclosed material is in reference to current Title I, ESEA legislation and the impact it has had upon educational programing in Iowa. Comments are also included regarding H.R. 69.

It is difficult, if not impossible, to convey adequately what the impact has been on a statewide basis. A number of general observations will be made, however, and these will be followed by a certain amount of data which relates more specificaly to achievement data for FY 1972.

1. One must recall that the program emerged as a legislative concept just a few short years ago. It was intended to be of supplemental educational benefit for educationally disadvantaged students. Probably very few individuals possessed legitimate insight at that time how to best serve the needs of the educationally disadvantaged students with the funds provided. From that starting point one can state:

A. The initial desire to do something for everybody in need has crystalized into programs which tend to focus on the more basic curricular offerings. The programs have crystalized further into programs which concentrate the programming on younger students which has preventive as opposed to remedial overtones.

B. Funding has not been sufficient to meet all of the needs of the identified youngsters. It has, however, resulted in most local school districts transferring the funding of various Title I programs to their general fund expenditures. This permitted them then to develop additional programs and/or services to be funded with Title I funds.

C. The quality of staffing within the Title I programs has improved significantly which obviously has a positive effect upon the results of the program effort.

D. School officials have moved toward more sophisticated evaluation efforts of the programs. This trend should continue which should again result in increasingly productive programs.

E. Rather severe State legislated limitations have been placed upon the general fund budget of the local school districts. This office receives numerous inquiries from local school officials with respect to next year. Some have indicated they may be forced, should federal funding cease or diminish, to employ their current Title I staff as opposed to health personnel, guidance counselors, aides, etc. One can only assume that the contributions of the current Title I program in such situations are well recognized by the school officials and the patrons of the district.

2. Criticisms are made from time to time that the educational ills of one type or another still exist after several years of Title I programming. These criticisms usually stem from studies which refer to the first two to three years of the program. Furthermore, the Title I funds represent less than three percent of the total school budget. One would have to be quite naive to assume that an input of that type would quickly revolutionize a school system which exists in a society confronted with complex social problems. One cannot evaluate the effectiveness of Title I by viewing the total school program and possibly society in general.

3. State Education Agencies have largely been staffed to administer the program in terms of compliance with regulations and guidelines from the U.S. Office of Education. The SEA should have funds available to it so as to also provide leadership in terms of program development, inservice of Title I staff in the LEAs, and better evaluation efforts. Severe restrictions on SEA administrative funds have, therefore, caused the SEAs to devote their staff time largely to regulatory aspects as opposed to program development.

Statistical data which may be helpful in reviewing the effectiveness of Title I will be presented in greatly condensed form. Additional information will be supplied if it is desired.

Basic State statistics, fiscal year 1972

Total number of LEA's in Iowa	452
Total number of LEA's participating in title I	450
Number of cooperative projects	10
Total number of children served by title I:	
Public school children	69, 151
Private school children	7, 626
Preschool children	1, 553
Migrant youngsters	324

Number of State institutions and students: Handicapped, 10 serving 1,819 students; neglected, 2 serving 331 students; and delinquent, 2 serving 278 students.

STATEWIDE DATA RELATIVE TO READING ACHIEVEMENT IN TERMS OF GRADE EQUIVALENT SCORES IN PUBLIC SCHOOLS

	Number of students	Range of gain	Mean gain
Grade:			
1	2,371	(1)	(1)
2	5,346	0.3–1.3	1.0
3	5,345	.2–2.1	.9
4	6,370	.3–1.5	1.1
5	4,912	.4–1.5	1.0
6	4,140	.1–1.3	1.0
7	3,202	.5–1.9	1.1
8	2,112	.6–2.2	1.1

[1] Apparent error in the computer printout and data, therefore, deleted.

Relatively few students participated beyond grade eight and are, therefore, not included in the table. Programs which were entitled "English-Language Arts" have not been included, but gains in those areas were of a similar nature. The mean gain as a statewide average gain for educationally disadvantaged students is quite remarkable for each of the grade levels.

Data for private school reading programs resulted in almost identical mean gains by grade level.

STATEWIDE DATA RELATIVE TO MATHEMATICS ACHIEVEMENT IN TERMS OF GRADE EQUIVALENT SCORES IN PUBLIC SCHOOLS

	Number of students	Range of gain	Mean gain
Grade:			
1	322	(1)	(1)
2	677	0.4–1.1	0.6
3	823	.2–1.8	1.0
4	1,282	.4–1.3	.8
5	1,168	.3–1.2	.8
6	906	.2–1.1	.7
7	552	(1)	(1)
8	402	.3–2.0	1.0

[1] Apparent error in the computer printout and data, therefore, deleted.

Relatively few students participated beyond grade eight and are, therefore, not included in the table. The mean gain as a statewide gain for educationally disadvantaged students does not compare favorably with the gains achieved in reading programs. One could only make assumptions as to the reasons for the difference, but it does indicate a need for additional inservice in the mathematics area of the programming.

Data for the Private Schools indicated results of a very similar nature.

COMMENTS PERTAINING TO H.R. 69

1. Funding for Compensatory Education is needed.

2. Providing legislative authorization for a five-year time period is highly desirable. Anything less than such a time frame would tend to accentuate the uncertainty which has come to be associated with Title I funding.

3. Lines 15–25 on page 18 and line 1–9 on page 19 would guarantee that no LEA would receive an allocation below that of FY 1972. This develops a floor provision for a state as a whole. It would be more desirable for the legislation to state that no state would receive less than that received in FY 1972. Reasons for such modification would include:

A. Due to the cooperation received from the Iowa State Department of Social Services and from the Iowa Department of Revenue, it has become possible to quite objectively distribute the funds within the state according to legislative intent. This cooperative endeavor was implemented for the first time in FY 1973. H.R. 69 would revert Iowa to a less satisfactory distribution of funds procedure than currently is practiced.

B. There may be a considerable amount of local educational agency reorganization, consolidation, and/or mergers within the foreseeable future. It is not now possible to even speculate as to the various forms of such mergers that could result. It could become extremely difficult to administer such legislation if it were to refer to each LEA as opposed to the State in terms of the floor provision.

4. The success or failure of compensatory education programs is largely dependent upon well-designed programs staffed with a capable staff. The SEA could do much to bring this about with an increase in SEA administrative funds from the current level to that of two percent of the State allocation or a minimum of $250,000.

5. Page 25 of H.R. 69 is an important facet of the proposed bill. It will delve into a concern of considerable magnitude for everyone concerned.

GENERAL CONCERNS ABOUT COMPENSATORY EDUCATION PROGRAMS

It is understood that revenue sharing is being proposed as opposed to categorical aid programs. Inasmuch as the specifics of the revenue sharing proposal are unknown as yet, one cannot react to it very well. It is believed, however, that legislation should make the following provisions if compensatory education is to succeed.

1. The funding should be made available to all districts as is currently being done. It is granted that the need may manifest itself more in the metropolitan communities, but the same problem exists in the smaller and more rural communities. To ignore those needs would be unfortunate for all concerned.

2. Federal funding for educational programs, if it is to be successful, must be relatively stable. High quality teachers are becoming increasingly apprehensive and reluctant to become a part of such federally funded programs. The job insecurity is such that they do not wish to become or remain involved in such programs. Therefore, with all due respect to funding, federal and state involvement, and the needs of youngsters, the potential for success is basically dependent upon the quality of the instructional staff in the program. Stability of funding would do much to solve this problem. Secondly, it has not been unusual for local school districts to not know the final figure of their allocation until about midyear or later. One can only ask how school district personnel are to plan effectively for the following year when they do not know what their budget is to be. Appropriations will need to be made for educational programs anywhere from six months to a year in advance of the fiscal year the funds are to be expended if proper planning, staffing purchase of materials, etc., is to take place.

3. The state has an obligation and responsibility for exerting leadership on a statewide basis for the educational welfare of youngsters. This is not to imply the removal or exclusion of local school district responsibilities in this same vein. Neither could fulfill its responsibility successfully without the other. It would, therefore, appear that the state would need to serve as the coordinator and/or expediter of such an overall statewide effort of and for compensatory education.

4. The legislation should have sufficient categorical controls attached so that the funds will be invested as intended by the legislation. Resulting regulations should provide sufficient flexibility to enable State Educational Agencies to make certain judgments as opposed to having one set of regulations for the entire Nation encompassing thousands of school districts of all sizes, descriptions, and complexities.

Sincere appreciation is expressed to Congressman Perkins and the members of the General Subcommittee on Education for the opportunity of providing input into the legislative efforts relative to compensatory education legislation. Thank you.

Mr. BELL. I would like to take this time to call on Mr. Clarence Morris of Little Rock, Ark.

[Mr. Morris' prepared statement follows:]

PREPARED STATEMENT OF CLARENCE E. MORRIS, COORDINATOR, TITLE I, ESEA, STATE DEPARTMENT OF EDUCATION, LITTLE ROCK, ARK.

Mr. Chairman and members of the committee; I am Clarence E. Morris, Title I Coordinator in the Arkansas Department of Education. I believe that my statements are in accord in principle with Dr. A. W. Ford, Director of Education, State of Arkansas; and Dr. B. G. Williams, Associate Director for Federal Programs for the State of Arkansas, both of whom are and have been ardent supporters of Title I, ESEA, and other programs in my State included in H.R. 69. In addition

I will attempt to present what I believe to be some of the major concerns of my colleagues in the five states of the United States Office of Education's Region VI, embracing Arkansas, Louisiana, New Mexico, Oklahoma and Texas.

TITLE I IS SUCCEEDING

This is the second time that I have been privileged to present my views to this Committee. The circumstances as they exist today with regard to programs for educationally deprived children under Title I of ESEA are such that we no longer have to search for evidence of success in my State nor in other states in Region VI. I am sure that the Committee has heard and will continue to hear from local school district officials from across the country who are able to present plenty of hard data to support the continuation of this program. Data to support academic achievement was often difficult to produce at the time we were supporting extension of this program in 1969. There is ample data to support the contention that the program is succeeding today. I have assurances that complete data on any of the examples cited in this statement are available to this Committee upon request.

In Arkansas during the current year, ten local districts were chosen at random by the United States Office of Education for an on-site study of local program administration and effectiveness. Members of the review team recommended that at least two of those ten districts (Searcy, Arkansas and El Dorado, Arkansas) be nominated to demonstrate their reading programs in the National Education Fair to be held at Washington, D.C., May 9–11, 1973. A committee from our program staff, however, after review of program data on activities at several districts chose and nominated yet a third district (Huntsville, Arkansas) for its outstanding reading laboratory program. Through a laboratory program using a multimedia approach together with teacher aides at a ratio of two to one with teachers and using a unique modular scheduling of participants, this project achieved maximum gains ranging from 1.5 years for 4th and 5th grade pupils to 2.5 years for 2nd grade pupils during 1972. All participants were functioning approximately two years below grade level when selected for the program. This program's average cost to Title I last year was $135.00 per student, for 40 minutes per day in the laboratory.

Monroe, Louisiana, was able to show a minimum gain of one full grade level in reading in 1972 with 725 children in grades 2 through 6, all of whom began the year reading below the twenty-fifth percentile. Another 674 children performing below the twenty-fifth percentile in grades 7 through 10 realized a mean gain of 1.6 grade levels in 1972. This was done using a reading laboratory approach, and scheduling one hour per day lab time per child at a cost of $202,000 for 1,319 participants. This represents an average cost per child of $153.00.

Midwest City, Oklahoma, by heavily concentrating Title I funds in a laboratory situation in grades 2 through 6 has been able to produce a mean gain in reading comprehension of approximately twice that of other educationally deprived children not in the program.

In addition to a reading program selected and demonstrated at the National Education Fair in 1972 from Pojaoque Valley School in New Mexico, this State boasts a bilingual program at Tucumcari which won national recognition as a part of the National Elementary Principals Association's "Ideas in Action" demonstration in 1972.

Almost everyone is familiar with "The El Paso Story." This remedial reading program in El Paso, Texas, has been in operation since very early in the Title I program and now has hard data which shows that children from the most educationally deprived groups are achieving reading competence significantly greater than the national norm. The "Targeted Achievement in Reading" program at Dallas, Texas, has standard test data which shows that 65,000 severely educationally deprived children in grades 2 through 4 registered mean achievement gains in reading last year as follows: 2nd grade—2 months gain per month of participation; 3rd grade—1.7 months gain per month of participation; 4th grade—1.83 months gain per month of participation. This large program is using and comparing four different models in order to make cost effectiveness studies as the program continues.

Largely due to your efforts, Mr. Chairman, and those of this Committee, this Title I, ESEA has been allowed to continue in the face of a great deal of criticism, some of which is justified, and some of which is premature. In the face of repeated apparent failures on our part to develop successful educational experiences for disadvantaged children, you have stood by the program. We would express our appreciation for granting us the time to find ourselves. During these years of grace we have at last begun to make real headway all across the country in developing meaningful activities for educationally deprived children.

It has taken time to develop among local school people and administrators the philosophy that educationally deprived children from low economic backgrounds have need of a critical amount of help in addition to what normal students receive in order to overcome their academic handicaps. It has taken time to prove to school administrators that real participation by the parents of these children is necessary if the program is to succeed. It has taken time to recognize and deal with communication problems of minorities in program activities, as well as with evaluation of their performance. It has required time and patience to develop staff persons at state and local levels to a point where they are able to establish performance criteria and find valid means for measuring progress toward meeting them. At the beginning of the program, it was difficult to get local distrticts to agree to let an advisory committee share in the planning of the program to say nothing of involving the parents of educationally and economically deprived children. These and many other facets of the program are now bearing fruit.

At the beginning of the program Arkansas provided minimum Title I support to about 160,000 educationally or economically deprived children in an effort to spread the program to all educationally and economically deprived children. Resources were spread too thin to produce significant academic results. Today the same amount of funds is concentrated on an estimated 100,000 participants and we believe it must be concentrated further. Today one of our more successful districts in parent participation at Hope, Arkansas, boasts better than 95% attendance of parents at parent council meetings for the entire 1972 year. In this district and others in the State, parents of educationally deprived children are actively engaged in planning programs, doing volunteer work in classrooms, and otherwise involving themselves in their children's educational program. Much improvement in this area is still needed.

Considerable hard data is available from the districts mentioned and I am sure hundreds of others can produce evidence to support the success of Title I. It certainly is imperative that this program be continued. Much energy by many people has been spent trying to find answers to some of the most difficult problems with which the education establishment has had to contend. We must not lose what has been gained at no small cost in human and natural resources since 1965.

INDIRECT BENEFITS

In addition to the direct benefits to educationally deprived children under the program, ideas developed through Title I programs are being adopted in many school programs as a better method for helping all children. One of the better examples of this is the concept of developing specific performance criteria for children in the Title I program and concentrating methodology toward meeting the established criteria using valid means of measuring to determine the amount of progress. More and more administrators in Arkansas are now insisting on development of such criteria for all school programs.

Bilingual education first gained momentum under this Act but has since become a part of the general education program in many places. In Silver City, New Mexico, for example, a bilingual program which was demonstrated in the Education Fair of 1972 at Washington, D.C., was begun under Title I. It has since outgrown Title I's resources but continues to be strengthened and broadened by other district resources. At least one trilingual program in Indian, Spanish and English at Cuba, New Mexico, has received national recognition by winning a national award from Parade magazine in 1967.

The Arkansas Department of Education under contracts with the United States Office of Education has developed the Migrant Student Record Transfer System located at Little Rock. It allows a school in any part of the Nation to receive vital information on migrant farm laborer's children at computer data processing speeds. Within hours after a migrant child enters a new school, his records can be received. Applications of this technique are obvious for other student groups.

Title I has brought the need for providing adequate education opportunities to minorities, the poor, the migrant and other educationally deprived children to national attention and made every community more aware of its responsibility to all children. We would be deeply concerned about exchanging Title I for any system of aid program that might fail to maintain the gains in this area that have been made. We need the stabilizing influence of a set of national guidelines such as have been established by the United States Office of Education for administering compensatory education programs (even though we may at times disagree with those that seem to be unduly harsh). I feel that the great pressures of special interest groups and political expediency at the local levels would tend to destroy the progress that has been accomplished, should the administration of this program be left to each local school district. Without the established three-level management by national, state and local authorities this assistance might become more and more dispersed until educationally deprived children would again be forgotten and left to fend for themselves, educationally speaking, as was the case in most parts of this country prior to the advent of Title I, ESEA, in 1965. If our national government still has the concern for the educational welfare of disadvantaged children which prompted it to initiate Title I, then we believe it can best be expressed through continuing the program with modifications where needed. I therefore want to lend my support in any way that I can and assure the committee of the support of other departments of education in my region, all of whom I have been in contact with in recent days, toward the extension of Title I and other educational programs as proposed in H.R. 69. There are some other provisions that many of us would like to have the committee consider for possible inclusion in the extending legislation.

CHANGES IN FUND DISTRIBUTION

The methods of distribution of annual appropriations in the past have resulted in a continual erosion of Title I resources to poor children in the poorest states in the nation in spite of increases of the annual appropriation. For example, Arkansas, which according to the NEA Research Report "Rankings of the States, 1972," ranks 49th in per capita income. It gained in Title I authorization over the most reecnt five year period from $38,241,506 in FY 1968 to $57,387,399 in FY 1972 which amounts to a 50% gain. Contrasted with this is New York State, which ranks second from the top in per capita income. New York authorization in FY 1968 was $195,277,704 and in FY 1972 was $498,845,586, a gain in eligibility of 155%. After pro rata reductions required when appropriations are less than authorizations, Arkansas decreased in total Title I funds received for local school districts from $22,673,547 in FY 1968 to $22,251,414 in FY 1972, causing a net loss of 1.8% for the five year period. New York receipts increased in the same five year period from $115,776,356 to $193,459,929 for a 67% net gain. A supplemental appropriation saved Arkansas and several other of the poorest states from a drastic loss in the middle of last year. Under the current continuing resolution funded by an amount that is less than 1% below last year's appropriation including the supplemental, Arkansas is receiving 13.88% less than last year. Approximately 13.1% of this loss is due to the distribution formula rather than to the reduction in funds available.

There are at least four changes which alter distribution methods that are proposed in H.R. 69, if I am able to properly interpret its provisions. All of them should help with this problem.

1. A flat rate of $300 per eligible child will be used instead of the greater amount of one-half the national average or one-half the state's average expenditure until a basic program is attained.
2. State operated programs under the new part B of the act would each receive a designated amount of dollars in each annual appropriation to be used exclusively for the purposes stated in that part of the act and would not affect nor be affected by that part of the annual appropriation assigned to local school programs under part A of the act.
3. Parts B and C of the act are to be deleted.
4. The low-income factor is to be increased from $2,000 using the 1960 census data to $4,000 using the 1970 census data.

Each of these changes will, in my opinion, improve the equity in distribution and/or expedite the delivery of appropriated funds. Use of the $300 minimum grant per eligible will tend to decrease the chances of losses of funds to some states and more nearly commit a minimum program to all states. It will also strengthen the concept that there is a critical minimum expenditure per child which is required to obtain significant results. Separating the appropriations to provide stated amounts to programs under the new Part B should expedite making a definite determination of the amounts of funds available to states and local education agencies under Part A of the Act. Use of the $4,000 low-income factor and more recent census data will help to overcome some of the effect that great numbers of AFDC children above the low-income factor now have on the distribution of appropriations. I agree with the proposal to delete Parts B and C of the original Act. Insofar as my State is concerned, the long complicated computations, resulting delays in distribution, and minute amounts finally available tend to defeat the purpose of Part C. It is my belief that funds should not be granted under Part B until after Part A is fully funded.

COUNTING CHILDREN ABOVE $4,000

There remains one part of the old formula which I fear will lead to some of the same inequities in the future that I have cited above. With a proposal that no local educational agency receive less than it received in FY 1972 under Part A of the Act (Sec. 206, H.R. 69) current eligibility counts will be protected. I would hope to see the count of children in families having annual incomes higher than the low income factor of $4,000 but who receive grants in aid to dependent children under Title IV of the Social Security Act removed from the total eligibles to be counted. I am unable to see the logic in counting children in families of say $5,000 annual income from such public assistance grants while not counting children in families earning $4,500 working in a factory or on a farm. The impact of this provision (Sec. 203(a) of H.R. 69) (Sec. 103(c) of the Act) will become more pronounced as time passes from the 1970 census until a higher low-income factor is chosen.

FUNDS FOR STATE ADMINISTRATION

Many state departments of education including Arkansas' find it quite impossible to carry out the responsibilities placed on them by the Regulations for the administration of Title I with appropriations of only 1% of the program grants to local educational agencies. Title I administrators endorsed a resolution on January 15, 1973, at Washington D.C., to support a provision that state departments of education receive for state administration amounts equal to 2% of the state basic grant or $200,000, whichever is greater. I urge that the Committee give consideration to this provision. Since the resolution was adopted, I have talked with Title I coordinators in other states of Region VI and many feel that the Committee might want to consider a ceiling on the amount of administrative funds granted to any state as well as a floor. We would not oppose such a stipulation. This is a program in which almost every school district in every state is involved and I believe inadequate state administration funds is a common concern of most states; especially those who receive grants of less than $100 million. Most state agencies agree that their monitoring of local programs is far below the level mandated under the Regulations. In my own State there are 383 public schools operating programs. Our staff is not able to make even one visit to all programs, annually. Our evaluation team is still working to complete the 1972 evaluation of programs which was due in November, 1972, and less than one-half of the fiscal reports on last year's projects have been verified to the extent that we know the amount of FY 1972 funds available for the current project. The amount of funds guaranteed by the state program for children in institutions for neglected and delinquent is not sufficient to pay the salary of a half time secretary.

DISCRETIONARY PROGRAM FUNDS

We have felt a great need in our State, and I believe it to be a common concern of other state agencies, for some amount of discretionary program funds to be used at the state level. State directed programs for training and informing parents, developing local staff competencies in planning, evaluation and similar activities would be much more effective than leaving them to be carried out, or more often not carried out, at each local program level. This is especially true in rural states like Arkansas with many small school districts. We have been able to accomplish much less than we would like in this area in my State. We have made use of all state administrative funds which can be spared. We are now carrying out special projects in some of these areas by collecting participation fees from locals. We are operating a pilot project for Title I management at the local level through a cooperative project. Both of these require local initiative toward participation. The Arkansas Department of Education has developed a plan for the proliferation of Follow Through models. The plan calls for using the four currently funded research and development centers as demonstration centers and for establishing twelve new programs utilizing the model sponsors which have proved successful. These programs would eventually become demonstration centers to train more districts in successful early childhood education practices in compensatory education. This is a means of getting better programs into more schools on a sequential basis which could be used by other states as well. State administrative funds are insufficient to support the program. Discretionary program funds would allow us to use this and other innovative programs for improving compensatory education in local districts. Locals which might benefit most do not always choose to participate in cooperative programs which require use of local funds. We would hope to see a section in the new legislation which would provide states with funds for the above purposes.

Mr. Chairman, I express my appreciation for being invited to appear before this committee to voice support for H.R. 69 and also for allowing me to state what I consider to be some other weaknesses of the current legislation that are not remedied by this resolution in its present form. I would also express my appreciation, Mr. Chairman, to this committee for its continued efforts in behalf of the education of all children and especially for its concern that we improve the educational opportunities for disadvantaged children.

STATEMENT OF CLARENCE E. MORRIS, COORDINATOR, TITLE I, ESEA, STATE DEPARTMENT OF EDUCATION, LITTLE ROCK, ARK.

Mr. Morris. Thank you, Mr. Chairman.

I understand that my prepared statement is part of the record, and, therefore, I will try to not repeat everything that has been said, although my statement would tend to corroborate most of the other testimony.

I would like, however, to reemphasize this point that within the past 2 to 3 years, I have observed, we all have, a great amount of progress in finding ways to reach educationally deprived children. I am sure that I know that there is plenty of hard data available to demonstrate the success of the program.

I have cited several examples from my State and from other States in my region which include Texas, Oklahoma, Louisiana, and New Mexico. I think that it has taken considerable time, a great deal of frustration to bring about the changes in philosophy of local school administrators and school boards which are sufficient to effect some of the changes in educational practices that are necessary to realize significant academic gains among educationally deprived children.

Adequate training of State and local personnel, effectively active parent involvement, learning the need to concentrate effort, the development of performance criteria, the overcoming of cultural differences, and other prerequisites to an effective program have taken more time than the critics have been willing to grant us.

I know that we still have some improving to do in this area, and I believe that the logical way to do it is to continue with whatever needed modifications along the line that we have followed over the past few years with title I.

I think to start in some other direction at this point might trade off what we have accomplished so far at a considerable cost in both dollars and human resources for maybe another 4 or 5 years of trial and error.

So, therefore, I am not so much opposed to, my problem is with a fear of what I do not know, more than what I do know about another means of funding, bringing educational assistance to educationally deprived children.

So, therefore, I have strongly supported the provisions of House Resolution 69. There are some problems, however, with states in my region, some further concerns that we have, and I feel that I must express them.

One of the problems has been a relatively level range of funding on a national basis. That is, we have progressed from maybe $1,300 million up to $1,500 million. During this period of time, the authorization under the formula naturally has increased much more than that, so that funding is on the basis of last year of between 30 and 40 percent of authority, whereas it was possibly, I believe I am correct in saying, about 5 percent of authority in the beginning of the program.

This causes a part of the indetermination of grants to locales and States because we always have to find out what the new AFDC count is across the country and add it up, and it has to be taken into account.

So with the provision in H.R. 69 that allows all children already counted above the low income factor to remain there, it, in effect, does that because if we guaranteed to the 1972 level, we protected that count.

I cannot agree with continuing to count children who are above the low income level, whatever that level is. It is proposed at $4,000. I cannot see the logic and other coordinators in my region fail to see the logic in counting the children in a family earning, say, $5,000, whose income comes from public assistance grants, and not counting the children in a family of $4,500, who earns that money working on a farm or in a factory.

So, we do have the concern of that section of the bill, that is subsection (B) of section 103(c)(1). Another provision that I think would greatly benefit the proliferation of programs in title I would be some amount of discretionary program funds at the local level to be used by States in improving parent involvement, in training local personnel, and in proliferation of worthwhile projects.

State administrative funds for most of us do not permit these activities by the States, and I think this would allow States to realize more leadership among the locales.

Thank you.

Mr. BELL. Thank you. Mr. Morris, I would certainly have to agree with you on your comment regarding the AFDC feature. It would seem patently unfair to use that figure when there would be a definite imbalance with some being counted at more than the $4,000 figure and some at less than that.

So, I would certainly concur with your comment.

Is Dr. Percy Williams of Baltimore, Md., here?

Proceed, Dr. Williams, in any fashion which you choose. Any statements that you have are automatically in the record.

[The prepared statement follows:]

PREPARED TESTIMONY OF PERCY V. WILLIAMS, ASSISTANT STATE SUPERINTENDENT OF SCHOOLS, MARYLAND STATE DEPARTMENT OF EDUCATION, BALTIMORE, MD.

PART I

I am Percy V. Williams, Assistant State Superintendent of Schools, Division of Compensatory, Urban, and Supplementary Programs, Maryland State Department of Education.

On behalf of the 200,000 poor and disadvantaged children in the public and nonpublic schools in Maryland, I am pleased to testify for the extension of the Elementary and Secondary Education Act of 1965. And, having been closely associated with Title I since its beginning, I am also proud to report that the intent of Title I is beginning to show the results that its framers hoped for. Because of this, I should like to thank those of you here who have given us the courage, foresight, and faith that has given us hope.

My testimony will focus upon two things. First, Title I of the Elementary and Secondary Education Act has produced significant changes and improvements in Maryland's educational system so that now funds and resources go where they are needed most—to help disadvantaged children and their teachers. Second, and perhaps most importantly, as a result of Title I and similar efforts of ESEA, Title III in Maryland, significant gains in educational achievement of poor and disadvantaged children have been made.

Let us look at the Maryland educational system in the fall of 1965 when the Elementary and Secondary Education Act became operative.

1. Teaching children of the poor and children who were disadvantaged as a result of racial, cultural, ethnic, geographic, and/or social isolation was usually regarded as lacking in professional respectability and academic status. Assignments to schools or classes where most of the children were classified as "disadvantaged" were, in many instances, regarded as demotions or as punitive actions and were considered undesirable. As a consequence, teaching such children was often approached with attitudes ranging from indifference to open resentment.

2. Reinforcing the negativism with which many educators approached the instruction of poor or disadvantaged children was the fact that schools serving high numbers of such children were often not comparable in either facilities or resources to schools serving children from more affluent backgrounds. Buildings tended to be older and in poorer condition. In some instances, furniture and textbooks had been used in other schools. Teaching materials were less varied and less abundantly supplied. Classes tended to have more students and to be more crowded. The number of supportive staff such as counselors, special subject teachers, and health personnel was low, in spite of the fact that the need of disadvantaged children for the services of such staff was pressing and urgent.

3. A condition which further aggravated the disparity between schools serving poor neighborhoods or areas and those serving wealthier neighborhoods was the fact that, in 1965, some school systems in Maryland still had not been effectively and completely desegregated. Frankly, it was not coincidental that many schools serving high concentrations of poor children in rundown and impoverished facilities were often segregated schools for black children.

4. The correlation between poverty and low academic achievement was obvious even to the most casual observer. Yet, somehow, people either failed or refused to view this correlation within the context of overcrowded classes, substandard facilities and materials, poor teaching, or the deprivation of children. Instead, poor children or black children were often regarded as being incapable of academic achievement. Because they did not achieve in a manner familiar to or easily recognized by middle-class oriented teachers, such children were "excused" from learning. Hence, they became part of a negative cycle. Nothing was expected of them so there was no incentive to prove otherwise. Even more serious was the fact that disadvantaged children, more than any other children, have to have the basic skills acquired through an education if they are ever to break out of the cycle of poverty and discrimination.

5. School staff serving the middle class or the affluent accepted, as a matter of course, the pressures exerted by parents upon every aspect of school life, from curriculum and class size to teacher competence. Such was not the case in the relationship between school staff and the parents of poor or minority group children. The staff of schools serving great numbers of such children saw themselves as operating in a kind of professional "ivory tower" which enabled them to ignore or dismiss the parents of poor or minority group children on the grounds that such parents were neither competent nor adequately qualified to judge what was best for their children. As a consequence, parents were excluded from participation in making the decisions that affected their children's education. Frequently, the only time parents went to school was to resolve a problem of discipline involving their child.

6. The results of readiness tests administered over the years in many school systems revealed that as many as 30 to 50 percent of those entering first grade were not prepared for or able to achieve success in first grade activities. Most of those lacking adequate preparation were children from poverty backgrounds. The conditions and attitudes described above—the lack of status associated with teaching poor children; the lack of comparability of services and resources in schools serving the disadvantaged; the segregation of races, the low level of achievement expected of poor children; the lack of parental participation in schools with high numbers of poor children—all contributed to the failure of schools to assess and then meet the needs of poor children who were not yet

prepared to achieve successfully in the first grade. Instead, such children were channeled into groups for "slow" or "special ed" students. As a consequence, they were programmed for failure from the first day they entered school.

7. A great many of those children entering first grade who were unprepared for first grade work never had an opportunity to "catch up" with their peers. Instead, they moved from grade to grade, accumulating failure as they went, only to "drop out" as soon as they were legally able to do so. In Maryland, an average of one pupil out of four was dropping out of school. However, as many as 50 percent and more of the poor and disadvantaged were dropping out of school.

Within the context of the attitudes and conditions just described, the staff of Title I set about the task of making some changes in the system that would make education more responsive to the needs of children outside the so-called mainstream. At this point I should like to mention the fact that Title III has also been responsive to the needs of these children outside the mainstream. In Maryland, Title III has responded to the needs of disadvantaged children and the need for changing the system so that these children are not part of the negative cycle which I previously mentioned. The largest Title III project in Maryland operates in five schools in Baltimore City. This project—the model early childhood learning program—is described in the Congressional Record—Senate, October 14, 1972.

Problems, other than those just described, also existed in Maryland: complying with federal regulations, adjusting to aides involved in actual classroom instruction, employing aides who were poor or disadvantaged, and overcoming occasional resistance to any change in the status quo. For example, in 1966, only ten of the State's twenty-four systems were willing to administer and submit the results of standardized tests for Title I participants.

However, seven years after the passage of the Elementary and Secondary Education Act, progress is being made toward solving the problems identified.

PART II

There are indications that some of the attitudes and conditions, which existed in many of the local school systems in Maryland in 1965, have been changed. There are some of the indications.

1. Teaching children of the poor and children who are disadvantaged has acquired a measure of professional respectability and academic recognition and status. Because of this, superintendents of LEA's are beginning to show visible pride not only in Title I schools, but also in Title I schools as a source for ideas that will improve instruction in other schools.

2. As a result of provisions set forth in Public Law 91–230, amending the Elementary and Secondary Education Act of 1965, "comparability" between schools serving high concentrations of low income children and other schools in a system is now required by law. ESEA, Title I funds may not be used to supplant local and State funds in schools where there are large numbers of poor children. The ratios between numbers of students and numbers of local and State supported staff in each Title I school must be equal to or lower than such ratios on the average in non-Title I schools. The per pupil expenditure for staff salaries in each Title I school paid out of local and State funds must be equal to or exceed the average expenditure per pupil in non-Title I schools. Similiarly, the per pupil expenditure of local and State funds for other instructional costs in each Title I school must be equal to or higher than the average of such expenditures for non-Title I schools.

3. The problems resulting from policies and practices of racial segregation in the schools are deep roooted and will not be resolved easily or quickly. Meaningful racial integration in the schools has not yet been achieved in some places.

The educational gaps that were the inevitable byproduct of racially segregated schools have been the source of much conflict and frustration. Programs such as those made possible by Title I funds are easing tensions and facilitating integration by providing compensatory education for those who are disadvantaged as a result of having been denied equal educational opportunities.

4. The correlation between low academic achievement and poverty has not yet been reversed. Even though ESEA, Title I projects will be serving approximately 65,000 children during the school year 1972–73, that number represents only about two-thirds of the children counted as coming from low income families for the purposes of the Title I allocation formula. It should be noted that only children between the ages of five and seventeen, from families earning less than $2,000

per year or from families receiving Aid for Dependent Children, are counted in determining the annual Title I allocation.

There is evidence that progress is being made toward changing what educators expect of disadvantaged and poor children. In writing Title I project objectives most LEA's have moved from vague statements such as, "improving the child's self-concept" or "providing cultural enrichment for the child" or "improving the child's ability to read" to specific objectives that can be measured. Clearly, educators are seeing that disadvantaged children can and will achieve academically, once given the opportunity to do so. And, once a child who previously could not read learns how to read and experiences success in reading, that child's "self-concept" takes a sudden upward swing, of its own accord. It has become increasingly obvious that self-concept is not generated in a vacuum.

The necessary corollary of establishing a measurable objective is actually measuring a child's progress to determine whether or not the objective has been met. It is difficult for many people to accept this kind of product evaluation, determined by standardized tests, because the results of such an evaluation uncompromisingly raise the question of accountability. Yet, the fact that so many local school systems are willing to establish measurable objectives and the fact that these objectives are distributed and discussed with the principals, teachers, aides, and parents of Title I children indicate that local school systems are taking quite seriously the need for accountability. Title I children are no longer outside the academic mainstream.

The statistical data summarized in a series of graphs and tables later in this report show that the actual gains of participants do not always meet the expected gains. Such instances are not necessarily discouraging. Instead, the test data ought to be viewed as a signal to examine and assess more closely those strategies and activities that seemed to produce gains and those that did not. Only in this manner can LEA's honestly begin to "account" for the investment of funds, time, and energy in their schools. The fact that all twenty-four LEA's submitted standardized test data for school years 1970–71 and 1971–72 on Title I participants, in contrast with only ten who did so for school year 1965–66, is in itself a most helpful sign of commitment to greater accountability for Title I children.

There are some who would prefer not to use standardized tests with disadvantaged children, on the grounds that such tests are culturally biased. It is conceded that many standardized tests now in use do reflect a middle-class orientation that operates to the detriment of the disadvantaged child. However, as long as society as a whole continues to judge people on the basis of how well they achieve on tests, be they college entrance examinations, civil service examinations, job placement tests, army proficiency tests, or the test used to place pupils in special education classes, the Title I staff will continue to insist that disadvantaged children likewise be expected and taught to demonstrate the extent of their achievement on standardized tests.

5. Considerable progress has been made in expanding the involving of low income and minority group parents in their children's schools and education. By June 1972, every LEA in Maryland had a parent advisory council, at least 51 percent of whose members were parents of Title I children. These parent advisory councils were composed of representatives from individual school parent councils. Title I regulations require that the parent advisory councils participate actively in the planning and development of Title I projects. Under regulations now in effect, the parent advisory councils must have an opportunity to review a completed project application prior to submission to the Division of Compensatory, Urban, and Supplementary Programs for approval. Similarly, parents must be given an opportunity to express their opinions relative to a Title I project application prior to its submission to the Division.

In the early years of Title I, parent involvement, if it existed, was, with a few exceptions, restricted to social activities or meetings patterned along traditional "PTA" lines. Parents were occasionally asked to accompany their children on field trips. However, with the urging and encouragement of the Division Title I staff, school systems began to hire the parents of Title I children as instructional aides. As can be seen from the project application reviews, every Title I project in the State now includes as a part of its special staff a sizable number of instructional aides. Before the beginning of the Elementary and Secondary Education Act of 1965, there were only 12 aides in the public schools in Maryland. After three years of operation of the Act, the number of aides had increased to 1,830. During the school year 1971–72, there were 4,983. Over 50 percent of the aides who work in the public schools in Maryland are employed with Title I funds and the majority of Title I aides are the parents of Title I children or neighborhood parents and adults in low income brackets.

A natural consequence of employing Title I parents as Title I instructional aides has been a sharp upsurge of interest on the part of parents in their children's educational program and progress. Within the last two years, many systems have added school-home coordinators and aides to work with their Title I staff. In addition to encouraging parents to come to observe their child in the classroom and school, this staff also takes the classroom activities into the child's home. Parents are trained how to reinforce at home the skills their children are learning at school.

6. Enormous strides have been made since 1965 in the development and strengthening of programs in early childhood education. In 1966, Title I programs in 14 LEA's served children in all grades. In 1971, Baltimore City was the only LEA serving children beyond the sixth grade (with the exception of the special Baltimore County Title I program for children in institutions for the neglected and delinquent, which served children at the secondary level). Sixteen of the remaining 23 LEA's focused Title I services only on children in the prekindergarten, kindergarten, or first grade through the third or fourth grade levels.

During school year 1971–72, 23 of 24 LEA's included Title I participants at the kindergarten level. Somerset County is operating a pilot full-day kindergarten program for disadvantaged children, funded partially through Title I funds.

I mentioned earlier that two Title III projects have been model programs designed to help disadvantaged children learn and achieve during pre-kindergarten and kindergarten. Two of these projects are now receiving national recognition and are complementing the Title I effort. The model early childhood learning program in Baltimore City has produced the most significant and dramatic results, with the children tested gaining a mean score of 16.06 points on the Stanford Binet I.Q. Test. In a number of instances, growth among Title I participants who were tested in reading comprehension was equal to or greater than that which would normally be expected of children not considered disadvantaged.

Another Title III project, Early Intervention To Prevent Learning Problems, in Carroll County, is an experimental kindergarten program directed at early identification of children with learning problems so that these problems may be corrected before the child experiences frustration or failure. Projects such as these are models for the preventive thrust of Title I.

The foregoing descriptions are indications of some of the major changes that have occurred in the education of disadvantaged children and in the educational system of which they are inextricably a part because of the categorical nature of the Elementary and Secondary Education Act of 1965. I do not believe that such progress would have been possible without the categorical designations of this act.

PART III

As the final part of my presentation, I should like to speak specifically of the achievement of disadvantaged pupils.

In 1966, only ten of the twenty-four school systems supplied any standardized test data on pupils who were poor and disadvantaged. Disadvantaged pupils were not expected to achieve; they were not taught to achieve; and they did not achieve. Since that first year, the Division of Compensatory, Urban, and Supplementary Programs, Maryland State Department of Education, has established a goal of one year of achievement in reading for each year of instruction in school.

By 1971, all school systems had changed enough so that they were setting higher goals for disadvantaged pupils, expecting them to take standardized tests and make a year of growth for each year of attendance in school. The Title I participants in thirteen school systems met that goal in grade one; Title I participants in seven school systems met that goal in grade two; and Title I participants in six school systems met that goal in grade three.

Attaining the goal of one year of growth for each year of instruction does not mean that the disadvantaged children are achieving at grade level on standardized tests. It must be remembered that most of the disadvantaged pupils start school one year or more behind many of their classmates. However, it must be noted that making progress at a rate of one year of achievement for each year of instruction is regarded as the first step toward grade level achievement. When prekindergarten programs are established and when kindergarten programs focus upon cognitive development, disadvantaged children will have an opportunity to be ready for the first grade achievement. Such readiness is beginning to be accomplished for a small number of disadvantaged children in those systems which have their Title I program focus on prevention. At the present time, this preventive type of pre-kindergarten and kindergarten program which focuses on cognitive development is reaching only a small percentage of children in Maryland's twenty-four local school systems.

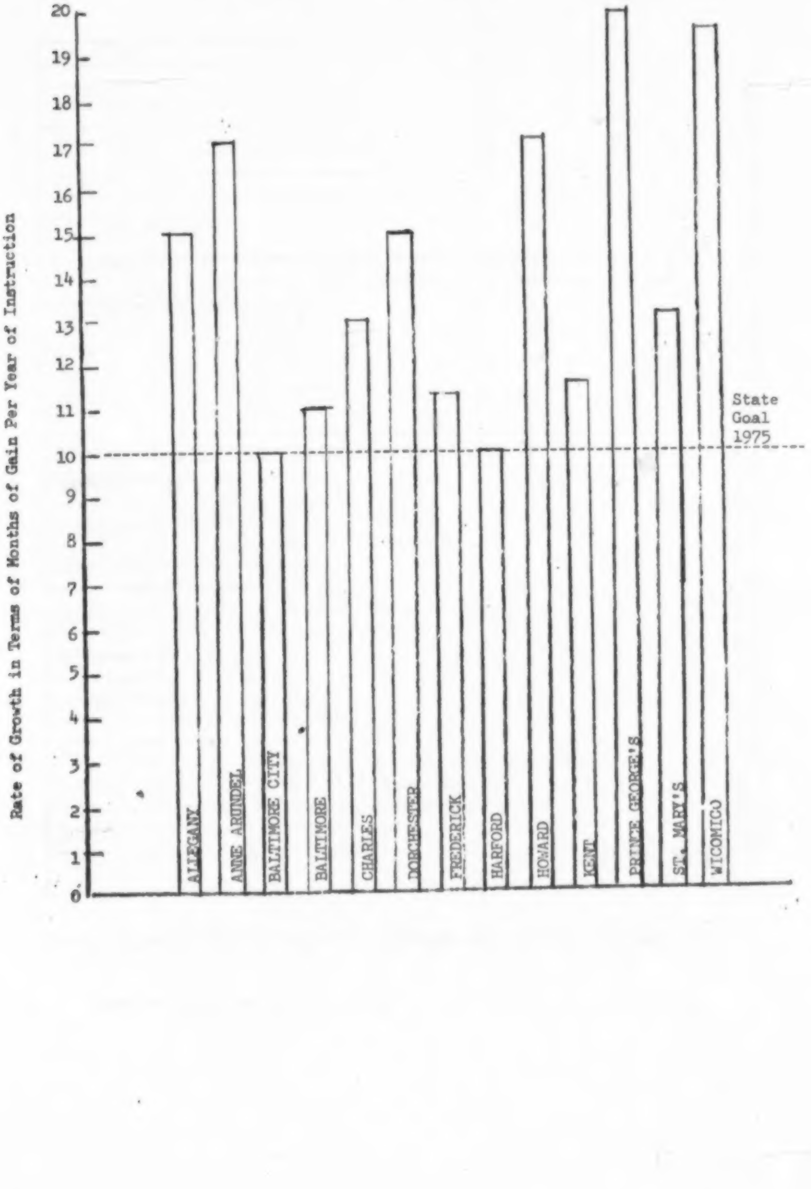
It is predicted that another ten years with carefully prescribed and developed categorical Title I assistance will be required before the majority of disadvantaged children are achieving on grade level.

Some would argue that ten years of categorical aid in the ESEA type package will be too costly and too long. The facts about the cost of education are simple. In 1872, it was the argument used when only 37 percent of our youth were in school. At that time, education was considered too costly for females, poor whites and blacks. But education has never been, is not now, and never will be as costly as ignorance. This is as true for political subdivisions as it is for the individual. People pay dearly for their ignorance. Nations pay dearly for the ignorance of their people and leaders. On the other hand, education pays dividends. Our local, State, and Federal leaders can do well to look at our Nation's achievements and analyze these in terms of the benefits which have accrued from education. When we consider these benefits, ten years is really not a long period of time.

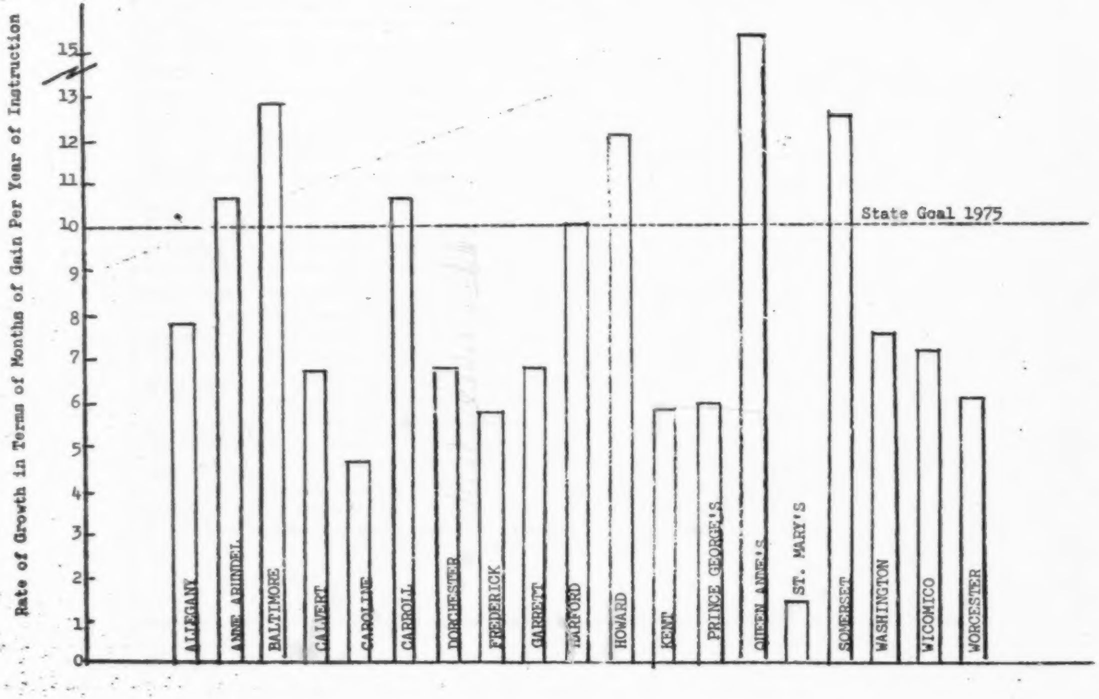
I am a black educator. I was born into and attended school as I grew up in a separate and unequal school system. Fifteen years of my professional career were in this type of system. I believe I am practical and realistic. I also believe that I speak for many people who are aware of the grave handicaps imposed by the separate but unequal practices of the past. In this long shadow of my history, ten years is only a short period of time. May I remind you that the first money authorized by the Maryland legislature came from the public treasury in 1814, but it was more than fifty years—1867—before such funds were used to educate blacks. In my home county, high school diplomas were awarded to white students in 1882, but not until fifty years later—1932—were blacks awarded diplomas. These fifty-year periods span several generations.

In conclusion, may I recommend that Title I of the Elementary and Secondary Education Act of 1965 be extended not five years but ten. I also recommend that it be extended with the safeguards of categorical designation so that the funds and resources go to poor and disadvantaged children. This is not asking too much in a nation whose pride has been built upon opportunities for all people.

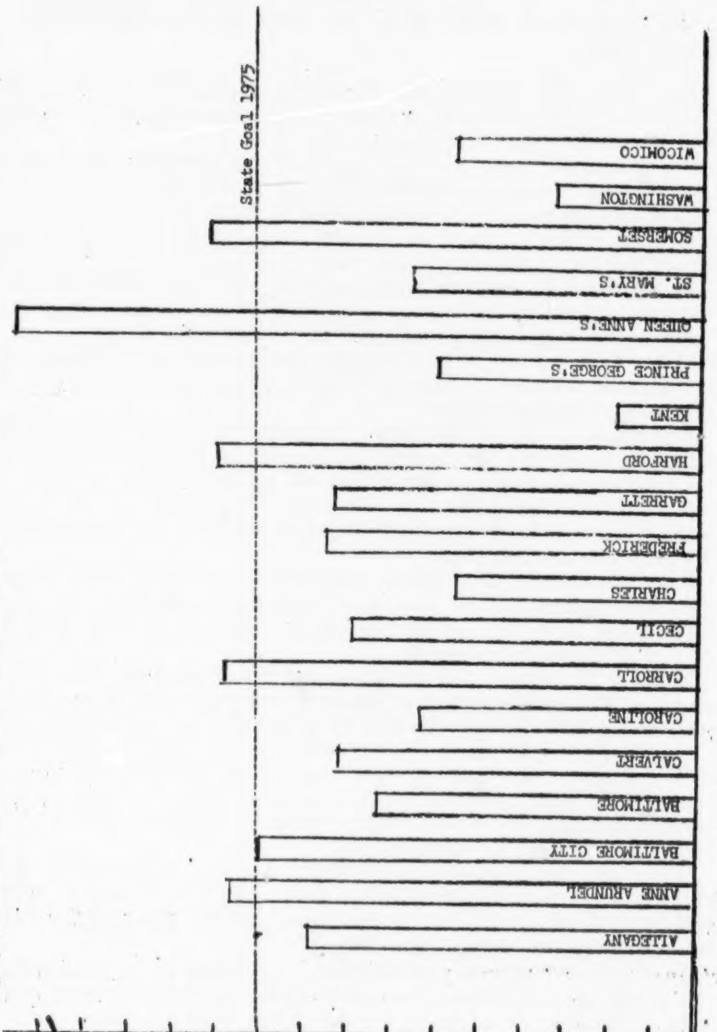
Average Rate of Growth Per Year (10 months) of Instruction in Reading Comprehension for Grade 1, ESEA, Title I Participants, 1971, 197



Average Rate of Growth Per Year (10 months) of Instruction in Reading Comprehension for Grade 2 ESEA, Title I Participants, 1971-72



Average Rate of Growth Per Year (10 months) of Instruction in Reading Comprehension for Grade 3 ESEA, Title I Participants, 1971-72



STATEMENT OF PERCY V. WILLIAMS, ASSISTANT STATE SUPERINTENDENT OF SCHOOLS, MARYLAND STATE DEPARTMENT OF EDUCATION

Mr. WILLIAMS. Thank you. I shall use only brief portions of the prepared statement, those portions which we would like to emphasize for the record as part of the testimony.

An indicated, I am an assistant State superintendent of schools, and I am speaking on behalf of the 200,000 or more disadvantaged children in the public and nonpublic schools in Maryland. I have been associated with the program since its beginning, and I am proud to report that the intent as was given by the framers is beginning to show some significance, and we appreciate the fact that Members, such as you and others, have given us some courage and some hope.

My testimony, as prepared, will focus upon two things. First, title I as we have known it has brought about significant changes in the educational system, so that now the funds and resources are going where they are needed most.

Second, and more importantly, the results of title I and title III in many instances are producing significant educational changes in the achievement of these students. Let me briefly emphasize what I am talking about when I say that title I has effected changes in the system because it has been the system which has prevented the achievement of the pupils in the first place.

Poor children and children who attended schools that were predominantly those of the poor were regarded as schools that were not respectable. They did not have academic status, as it were, and, therefore, no one cared very much.

Second, the schools for the poor and disadvantaged were not comparable. This was a part of a system. Third, most of these schools were still segregated, either de facto or by some other reason.

In the fourth instance, the expectancies which people had for the children who were poor or who were in the schools that had large numbers of poor children, no one expected these children to achieve very much, and, therefore, because nobody expected them to achieve very much, it was a part of a system.

They did not achieve. In the fifth instance, the parents of these children were not considered when decisions on policy were made, and if I had the time, I could cite instances how this affects what happens to the children who attend the schools.

In the sixth instance, the children, when they came to school, were not ready to do formal school activities, and in the seventh instance, a large number of children, because they were not ready when they started to school, did not achieve, and they ended up dropping out of school.

All of this I am saying has been changed so that in the last 2 to 3 years, by virtue of the regulation and guidance, the educational system has now started producing significant achievement on the part of the poor and disadvantaged children.

I would like to take now a brief moment to indicate what some of these changes have been in the achievement of children in the Maryland schools.

Let me cite the fact that in 1966, of the 24 school systems, and it is hard for you and some other persons to realize that Maryland has only 24 school systems when you look at 100 or 150 or 500 in some other places, but Maryland has only 24 school districts, and of the 24, only 10 of those were willing to supply test data when we first started with title I.

A big part of the reason why they were not willing and ready to supply test data was that no one expected poor children to achieve. They were not taught as if they could achieve, and, therefore, they did not achieve.

So, there was no achievement. But, in 1971, much of this has changed, and school system are establishing higher goals for disadvantaged youth.

They are expecting them to take standardized tests and to make significant gains, and here I differ with some of the other testimony when they talk about criterion and reference tests because many people are going to be deluded by the fact that the standardized tests, the criterion reference tests are merely an indication of some kind of survival instrument or an existence instrument.

But, poor children, more than any other group of children, have to show that they can achieve, and they can perform and they must be taught how to perform on these tests if they are going to be productive and be able to get a job, which is a part of what society is demanding.

Now, in 1971 then, we have children from 13 of those 24 school systems in grade 1 that are making the achievement of 1 year of growth for 1 year of instruction.

In grade 2, seven school systems are doing this. In grade 3, six school systems are doing this. We have set as a State goal that by 1975, all school systems will be doing this. We think that we are making progress as the figures have indicatecd.

This progress is significant because of the fact that prior to title I, on one expected these children to achieve. They did not achieve. No one even gave them standardized tests. So, we think we have advanced significantly in this regard.

But, let me cite something else. The proposed legislation is suggesting that title I be extended for 5 years. I would like to request that the proposal be for 10 years, and I am sure that someone will say, but sir, that will cost too much and it will take too long.

To such an argument, I would merely say that that is the same kind of argument as far as cost is concerned that people gave 100 years ago, when practically no females, no poor whites and certainly no blacks were being educated, and the reason given at that time was that it would cost too much.

I would like to suggest to the committee to have inserted in the record that education has never been, is not now, and never will be as costly as ignorance, and I am therefore suggesting that whatever it will cost for 10 years is justifiable and in the long run, will pay major dividends, because of the citizens who will be productive taxpaying citizens.

As a final statement, I would like to indicate, as everyone here can recognize, that I am a black educator. I was born into a system that was separate, but unequal. Fifteen years of my professional career was in that type of a system.

I hope I am practical and realistic, and I hope that I can indicate by virtue of that when I say we need 10 years to accomplish the kinds of things, because 10 years is a very short time period to accomplish the kinds of things which must be accomplished by virtue of the long history of the past.

For example, in Maryland, the first public money that was provided from the general treasury for the education of white students was in 1814, but it was not until 1867 that funds were made available from the public treasury for the education of blacks.

In my own home county, high school diplomas were awarded to white students in 1882, but it was not until 50 years later, 1932, when blacks were awarded diplomas.

Now these 50-year periods that I am talking about have produced severe handicaps on the part of many, many blacks and poor people in the State of Maryland, and you cannot, over a short period of time, eradicate these kinds of handicapping conditions under which people have lived.

Title I, therefore, has provided the regulation, the guidelines which have been sufficient to start the system in the right direction to make certain that the poor and especially the blacks are on the road to greater achievement.

I suggest that there is no other group whose final productivity depends so much upon performance as does the poor. I am, therefore, recommending to the Chairman of the committee that the Elementary and Secondary Act be extended not for 5 years, but for 10 years.

I am also recommending that the safeguards with categorical designations be protected so that the funds and the resources go to the poor and the disadvantaged. I plead with you that this is not asking too much of a Nation whose pride has been built on the concept of opportunity for all people.

Thank you.

Mr. **Bell**. Thank you very much, Dr. Williams for an excellent statement. I also want to compliment all of the panel for very fine statements. I will turn the committee meeting over to the Chairman.

Let me say, Mr. Chairman, that all have testified.

Chairman **Perkins** [presiding]. Thank you, Mr. Bell. We appreciate your presiding. Let me propound a question to all of you distinguished gentlemen.

Give me your best judgment on how we should disburse the money under title I, and I agree with you, Dr. Williams, that we should extend the program for a lengthy period of time. The members may not go along with me on a 10-year basis, but you have got the right idea.

How do you feel the funds should be distributed in the future when allocated to the States, Dr. Williams?

Mr. **Williams**. I think the funds should be extended on a basis similar to what they have been extended. No formula, no procedure is going to satisfy everybody, but I believe we have a system that has established a procedure for making certain that the funds go where the poor children are, and when we utilize that formula, to make certain that the funds go where the children are.

I think we can then utilize the regulation to develop programs, and I go back to a major statement that we made, because of the regulation and the guidelines and what has happened now over 5 or 6 years, educational systems throughout the country have recognized that this is a major task confronting them.

I believe they have, at this point, changed a kind of value system which they have operated under before. Congressman Quie mentioned a significant statement when he said that poor people have no clout. This is quite true. At this point, however, we have been able to demonstrate to the country at large though that if there is a group of people who happen to be defenseless, it is the poor people, and that people in Congress have by virtue of their statemanship recognized the dilemma which the whole country is in.

They have risen to the task which is their responsibility and are saying, "We must therefore guarantee that funding to help where it is needed most."

In addition, I think we are all recognizing now that the study which was produced by a person from California at Berkeley, which indicated that it is very costly not to educate people, and therefore, because of this inadequate education, persons are going to continue now at the national level to search for better methods and producers for distributing the funds.

At the present, I am for a continuation of the existing formulas.

Mr. **Bell.** Could I ask a question?

Chairman **Perkins.** Yes.

Mr. **Bell.** Dr. Williams, in view of your mentioning Mr. Quie from Minnesota, I should point out that he is proposing a bit of legislation involving the distribution of money strictly on the basis of academic disadvantage, not from the standpoint entirely of poverty or any other reason, but solely academic disadvantage.

I believe it is his concept that the money will go to the areas where the poor are as well as to any other area and that it will resolve one of the problems that I believe Mr. Himley was talking about, specifically the AFDC problem where some AFDC people are getting over $5,000, and so they would benefit unnecessarily whereas some that are not in that category would not be counted.

So, the concept would be to distribute the money on the basis of academic deprivation.

Chairman **Perkins.** Let me interrupt because I am going to leave and I am going to let Mr. Bell run this program awhile, and I would like to ask a question.

Mr. **Bell.** Could he answer that question?

Chairman **Perkins.** Answer it briefly, but I have to leave in 3 minutes, and I want all of the members to comment.

Mr. **Williams.** I can defer because I can be here much longer.

Chairman **Perkins.** All through the hearings almost every witness here has presented evidence showing that titleI has brought the educationally disadvantaged up to at least the average rate of achievement.

This is more than twice the rate which they would normally be expected to achieve. Do you believe that these children would achieve this well if we were to spread the money among more children, all of those children who might qualify under an achievement test?

Mr. Bruce, you respond first and answer this question and tell me how the money in your judgment should be allocated to the States?

Mr. **Bruce.** Mr. Chairman, I feel the grant formula and in principle as we have now is the best way. I feel there must be a failsafe clause to guarantee continuity of at least the minimum programs as now established.

I think your figure of $300 to meet a critical mass would certainly be a minimum under current conditions. I further believe that categorical grant programs is the only way we can go as long as Congress is thinking in terms of $2 billion to $3 billion.

Until this Congress and until this fashion is prepared to expend something like $15 billion to $20 billion a year for Elementary and Secondary Act, we would be wasting our time and no impact would be made with the meager funds that we are now appropriating.

So, I strongly support continuation of categorical grant programs. I do plead that they would be put on a timely basis to enhance planning and preparation for these kinds of programs for greater successes.

Chairman PERKINS. You go ahead now, the gentleman in the center there.

Mr. LINDMUTH. I think that the change to a $300 minimum is one of the best changes that there is in H.R. 69 relative to distribution of funds. I think that doing away with the nuisance B and C parts is also laudable. It was I who took the exception on AFDC.

I hate to see us continue to count children above the low income factor. This just tends to increase the authority and in effect decrease the appropriations so that many States continue to lose in their program and, unless we have funding equal to the increasing authority, this is a bad feature.

I say again that I do not see the logic in counting children who are in a family of $5,000 and getting their money from public assistance and not counting the children in a family of $4,500 who earn their money in a factory or on a farm.

Mr. ELDREDGE. One of the problems we have in Utah is that a superintendent who gets title I money, and sees children with the needs they have, tends to want to diffuse this money.

They want to provide general services more than they want to provide specific services and where this happens, the academic results are nil. I failed to mention in my previous statement that our allocation base is around $149 per student.

We are serving just half that number of students in Utah. So, we get an average expenditure of around $300. I am sure that is the reason that we had the achievement test data to report. Those data are tremendously significant.

But, were it not for this concentration of funds, and that is one of the concerns I have about revenue sharing incidentally, is that district superintendents who will have a tendency to try to spread that around because they see the need of all kids under their jurisdiction, and, as a result, they will diffuse what funds are available and will not get benefits from title I dollars that we might otherwise get.

Mr. JEFFERY. In our present stage of development in the use of data, I am convinced that in distributing money for title I that we should use the hardest data we can get.

I would distinguish hard data and soft data in the sense that testing, at the present time, in my judgment, would be a soft kind of data approach, and I do not think that, given the level of development of our test materials, we can use it as a national identification instrument.

I think it is entirely possible that this approach could be field tested with several States representing the different geography of the country and some determination made as to how it fits in the whole picture of getting the money where it is needed.

In reference to your question concerning additional children, I presented in my written statement that we have drawn from a collection of successful projects such items as diagnostic and prescriptive services and special teacher training, and all relate to a very sharp focus of resources on a limited number of children most in need of help.

I think to move away from that to a broader base, given the number of dollars that we have to operate with, we could not do the same job and could not produce the same results that we are getting now in my State of Massachusetts.

Mr. CEJA. AFDC data has been of concern to us in California because we have a large significant population of Mexican-American people who do not rely on welfare and who follow the crops and subsist at a low-income level.

We presently are conducting our own study to see whether we can get another way to find out the same information, and we are utilizing data from the Internal Revenue Service. We know that anyone who works, withholding is accomplished from his wages and so in order to get that back, he files an income tax return, so we know that at least here we can pinpoint people under certain income levels.

Our study is now within 2 months of being concluded. Every single school district in California will have data to see what it is like in comparison to AFDC data.

Also, within our State our Governor has had a concentrated effort in reducing our AFDC roles so we have great fluctuations in amounts of students and a part of this correlation that we would have with IRS data, and also we would recommend that we could do with Census data, that we have a percentage factor that the increase or decrease, for instance, an amount should not be decreased 10 percent or should not increase 10 percent in order to prevent great influxes of money coming in at one time and having to spend it and next year not getting the same amount, so you could have an orderly level of funding.

So, we think the Internal Revenue Service data is a future way to project income levels for our school districts and our population.

Mr. HIMLEY. I would concur with many of the comments that have been made this morning in regard to the present type of funding procedures basing it on the economic criteria.

As long as there is a floor provision built into whatever the bill will turn out to be, I do think we have much more hard data in that respect than we would with the other.

In our particular State, for instance, we do have printouts available to use by school district from the State Bureau of Internal Revenue, which gives us income levels, numbers of dependents, this kind of thing, by farm and nonfarm families. So, I think we do have a good handle on the economic conditions within each school district of the State. We do get printouts from the Department of Social Services with respect to AFDC, neglected, delinquent, foster care children. So, again, that information is quite readily available to us by school district.

I am a little apprehensive about Congressman Quie's proposed bill. Maybe unfairly so because I frankly do not know, of course, all the specifics about it.

My reservation is simply this. That I am curious as to how we would control a situation where it would almost appear that we would be rewarding the ineffective school district and there are some, by allocating larger sums of money to them than those that are more effective from an educational standpoint.

Maybe there is something within the thinking of the proposed bill which would compensate for this factor, but it is a concern to me at this point in time.

Mr. BELL. I would like to say this, Mr. Himley. My style of questioning is such that it does not necessarily mean that I support his bill or the other bill.

I am merely trying to get the facts on the table. I am not pledged to the Quie bill or any other, but I do like to know the facts. I understand, though, that in response to your comments and to those of Dr. Eldridge; that there is a concentration factor in the Quie program which would provide concentration in the areas of deprived schools or wherever a low average would occur.

If anybody else would like to make a comment on this, I would be happy to hear from you at this time.

Mr. COX. Mr. Cox from Ohio. I would like to add my support. We have over 300,000 students not in the present formula.

We are only able to serve 132,000, so whatever factor, unless there is a tremendous increase in the amount of funds available, we are still not going to be able to serve nearly as many as we have identified.

Mr. BELL. Is there anybody else who would care to comment?

Mrs. HOLUB. I would like to just place a priority on children again and quote our parent-council chairman from the State of New Jersey. Mrs. Elaine Brody, who will insist on, and does insist that every title I meeting where we become involved that our most precious commodity is children, and that the priority should be on education and whereas the funds for education have increased yearly, the percentage of funds of the total budget has not according to the last statistics that I saw.

Perhaps those were stilted statistics against education,'but it did show there was a lower percentage of the total budget going to supported educational programs. We are serving only one-third of the children who are formula children.

We are also serving those children in the lower grades. We have the constant plea from members of boards of education, whose children have reached junior high school levels, with many problems which have not been met in the previous years, and do have needs, so it is difficult to make that decision.

But, we are using a preventive and prescriptive program since there is a limited amount of funds available under title I.

Mr. BELL. Mrs. Holub, I thank you for your comment. Personally, I would certainly have to agree that a higher priority belongs to education.

We do have problems in the budget, and we have to think about those problems. Does anybody else have a comment?

I would then adjourn the meeting, after thanking all of you for your very excellent testimony this morning.

Mr. JEFFERY. Only to say, Mr. Chairman, speaking for the group, we do appreciate the chance to come and be heard before this committee. As you can judge, we do have a great deal of investment with the young people we are serving and we know this committee is anxious to be aware of our concerns.

We thank you very much.

Mr. BELL. Thank you. We appreciate what all of you said this morning. It will be in the record, and this committee is going to do its best to get as much progress in education as we can.

The committee will be adjourned until 9:30 tomorrow morning.

[Whereupon, the subcommittee adjourned at 12:10 p.m., to reconvene at 9:30 a.m., Thursday, March 1, 1973.]

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

THURSDAY, MARCH 1, 1973

House of Representatives,
General Subcommittee on Education,
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:40 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Ford, Meeds, Burton, Lehman, Clay, Mazzoli, Quie, Bell, Forsythe, and Peyser.

Staff members present: John F. Jennings, majority counsel; Christopher Cross, minority legislative associate; and Eydie Gaskins, special assistant.

Chairman Perkins. A quorum is present and the meeting will come to order. Go ahead, Mr. Lehman.

Mr. Lehman. Mr. Chairman, I would like to take a moment to introduce friends of mine who will testify regarding this morning's hearing.

Sister Mary MacRae, will you stand up, and Sister Anita. We are glad to have you here and that you have these kinds of interests for young people.

Thank you, Mr. Chairman.

Chairman Perkins. Our first witness is Dr. Edward D'Alessio, U.S. Catholic Conference, division of elementary and secondary education.

I understand you are accompanied by Mr. Richard E. Duffy, assistant director of the governmental programs, U.S. Catholic Conference, and Mr. William Consedine.

I have known Mr. Consedine, who is from the office of general counsel, U.S. Catholic Conference, for a long time.

We are delighted to welcome you here this morning.

I want to first express my deep appreciation for all of the cooperation that we have received from your group in the past. You are great educational leaders. We have worked together and we have kept in touch. It is my hope that there will always be cooperation and that we will continue marching forward.

I do want to state that the authorization for this bill expires on June 30 this year. Of course we have got that emergency rider, but it was never contemplated that we hang on to the emergency rider to the last day. If we happen to fall into that trap, we would be doing education in this country a grave injustice. We are going to work together with a view to marking this bill up soon.

I want to make sure that we hear from all segments of education who are interested in this legislation. Mr. Jennings will keep in touch with you. Mr. Jennings will be with me all of the time, and make sure we do not come up here after marking up the bill and say that we have not thoroughly probed into your views.

I am going to admonish all of the other groups that we are going to get this bill out. I know we have some working together to do, Mr. Consedine. Otherwise, if we don't work together, we are going down the drain.

We are going to get this job done. I want to thank all of you for your appearances here this morning. I am delighted to receive your views. Go ahead in your own way.

Without objections, your prepared statements will be inserted in the record.

[The prepared statement referred to follows:]

STATEMENT OF EDWARD R. D'ALESSIO, PH. D., DIRECTOR, DIVISION OF ELEMENTARY AND SECONDARY EDUCATION, UNITED STATES CATHOLIC CONFERENCE

Mr. Chairman and members of the committee: I am Edward R. D'Alessio, Director of the Division of Elementary and Secondary Education of the United States Catholic Conference which is the executive agency of the Catholic Bishops of the United States. I speak for the Catholic school community, including about four million children of widely varied backgrounds. My statement will be brief and to the point. Several of my colleagues have accompanied me today, and they will speak more directly to the matters I will bring to your attention. I am also submitting a more detailed statement which I respectfully request be entered in the record, Mr. Chairman.

Before outlining our views on the extension of the Elementary and Secondary Education Act and other matters, I would like to say a few words about how our schools are serving children in the urban areas of the nation.

Catholic schools have been most commonly located in urban areas in the past and this remains largely true today. Almost fifty percent of all Catholic schools are located in urban and inner city areas. Nearly half a million students are enrolled in Catholic schools in inner city areas where heavy concentrations of the educationally disadvantaged are found.

These figures are not the accident of an extensive system; in the nation's twenty largest cities, nearly 2 of 5 school children are enrolled in nonpublic schools, of whom about eighty percent are in Catholic schools.

Catholic leaders have expressed a commitment to continue and endeavor to expand the service to nonpublic school students provided by these schools. The American Catholic Bishops said recently,

"Education is a basic need in our society, yet the schooling available to the poor is pitifully inadequate. We cannot break the vicious cycle of poverty producing poverty unless we achieve a breakthrough in our educational system. Quality education for the poor, and especially for monorities who are traditionally victims of discrimination, is a moral imperative if we are to give millions a realistic chance to achieve basic human dignity. Catholic school systems, at all levels, must redouble their efforts, in the face of changing social patterns and despite their own multiple problems, to meet the current social crisis."

The educational and moral leadership exercised by Congress and by this Committee under your guidance, Mr. Chairman, accords with our ideals of service and commitment to a greater opportunity for social justice through equal educational opportunity.

We are here today in an effort to further these goals which we feel have much in common with the goals of the Elementary and Secondary Education Act. This legislation is a significant part of the national effort to aid the educationally disadvantaged and important to the nation's future well-being.

We feel deeply the necessity for more adequate funding for the Act, particularly for those Titles directed toward the educationally disadvantaged. The

Federal effort to provide equal educational opportunity for the disadvantaged should be expanded. The Elementary and Secondary Education Act is an effective instrument for this nation in providing for these needs. It should be continued and broadened to effectively include greater numbers of the educationally disadvantaged.

In testifying before this Committee in 1969, the United States Catholic Conference strongly supported this Act. Today we reaffirm that support. At the same time we presented for your consideration a number of problems concerning the effective participation on an equitable basis of nonpublic school children in these programs. Many of these difficulties remain today.

As you are aware, Mr. Chairman, some Titles of the legislation are administered from the State and local levels and some are administered directly from the U.S. Office of Education. We have had positive and less than positive experiences with both types of programs. We have worked conscientiously and sincerely with local, State and national officials who are charged with responsibility for the implementation of the provisions of the programs. We have attempted to remedy at these levels the difficulties which have prevented effective participation of Catholic school children on an equiable basis in programs under all titles o fthe Act. We have proceeded with the understanding that it was clearly the intent of the Congress that these children participate effectively in the programs.

We are now reporting our difficulties to you and presenting our recommendations. These recommendations have been arrived at through our experience in attempting to facilitate the implementation of the Elementary and Secondary Education Act for our children at the national level and through consultation with a broad-based group of Catholic school administrators who are attempting to facilitate this participation at the State and local levels. Some of these administrators are accompanying me today.

I will now direct my remarks to the individual titles, the problems that have been identified with respect to these programs and our recommendations for legislative remedy.

Title I, aimed at correcting the injustices of educational disadvantage, has been of great value to children in Catholic schools. Congress should not permit any departure of effort from this area. More adequate funding is needed. The basic conditions which Title I programs are intended to alleviate have not changed significantly. Even at its present level of funding, however, Title I has made a beginning and has proven its worth.

Serious problems exist for Catholic school children in many parts of the country who are eligible to participate in these programs but are unable to participate or are unable to participate effectively. With due consideration for the many excellent experiences Catholic school administrators have had in working with their public school counterparts, the following problem areas have surfaced:

1. Programs for Catholic school children and teachers in some areas of the country are not comparable in quality, scope and opportunity for participation in programs for public school children.
2. Catholic school officials in some areas of the country are not involved in the total planning process.
3. Programs for Catholic school children and teachers in some areas of the country are not comparable in per pupil expenditure to per pupil expenditure for public school children.
4. Local education agencies in many areas of the country are ineffective in assuring that Catholic school children are receiving equitable benefits under Title I.

These problems represent serious obstacles to the effective and equitable participation of Catholic school children in Title I programs. Thus far, we have been unable to resolve these issues administratively.

Congress has clearly indicated its intention that nonpublic school children share equitably in programs under this legislation. If this mandate is to have its full effect, we recommend the following changes in Title I.

1. We feel that Title I must be amended to include a set-aside provision which will ensure effective participation on an equitable basis for nonpublic school children as mandated by Section 116.19 of that Title.
2. In addition, we feel that a by-pass provision ought to be added to Title I which will enable the U.S. Office of Education to remedy situations which can-

not be resolved locally. If a State education agency or a local education agency is either unable or unwilling to provide services to nonpublic school children on an effective and equitable basis, the law should grant the Office of Education the necessary by-pass authority to provide these services to these children directly or through some intermediary agency. The 1972 *Report of the National Advisory Council on the Education of Disadvantaged Children* also recommended addition of a bypass to Title I. I request permission to submit pertinent sections of the *Report* for the record, Mr. Chairman.

3. To clarify the intent of the Law beyond reasonable question, we recommend that a statement of equitability be written into Title I similar to the statement included in the Emergency School Aid Act (P.L. 92–318).

4. To ensure the involvement of nonpublic school officials in the total planning process, we endorse the recommendation of the National Advisory Council concerning project applications and statistical report forms and urge you to consider this recommendation as a proposal for amendment to the legislation.

Each of these points is detailed in the additional testimony which we have submitted. These proposals are made on the basis of experience with outstanding Title I successes as well as with disappointing failures. Cooperation often occurs spontaneously in recognition of mutual interests but sometimes it does not. We urge you to consider these changes for the effect they will have in ensuring that services are provided by this Title to the educationally disadvantaged.

With me today are two of my colleagues who will provide further perspective on our experiences with Title I. Reverened Robert Clark, Superintendent of Schools, Archdiocese of Chicago, will testify to the achievements of Title I in that city. Mr. Louis DeFeo, General Counsel of the Missouri Catholic Conference will address himself to Title I problems in Missouri.

We strongly support Title II of the Elementary and Secondary Education Act. This Title, more than any other, has made provision for the equitable participation of Catholic school children and teachers. The average rate of participation of nonpublic school children since 1965 has been 96.5 percent of those eligible. Ninety-three percent of the 132 Catholic dioceses surveyed by the Harvard Graduate School of Education projection in 1970 of *The Effects of Revenue Sharing and Block Grants on Education* rated the educational impact of Title II as "good" or "excellent," much higher than either Titles I or III.

Title II has succeeded for nonpublic school children because adequate provisions to ensure effective participation on an equitable basis were written into the original legislation. If our participation in other programs were as fair and unobstructed as it is in Title II programs, our overall testimony today would be unqualified praise for the Elementary and Secondary Education Act.

Considerable progress has been made by this Title, but the task is far from complete. Children are reading but books are limited, and books are still the essence of a reading program. According to the Office of Education, 65% of participating districts report insufficient library resources. The Director of School Libraries of the Archdiocese of Philadelphia has testified before this Committee that the present library book supply in Catholic schools there, including old and worn books, is only 60% of the State standard and about 25% of the accepted national standard. If this is an average figure, then many schools, presumably those located in the poorest areas, have less than six books per child.

The U.S. Catholic Conference endorses the adequate funding of Title II. It is estimated that if this Title were funded at $90 million for Fiscal Year 1973, over 48 million elementary and secondary school students would benefit at an average expenditure of $1.86 per student. According to a U.S. Office of Education estimate, such an expenditure would result in an increase of 2.5 million library resources and related materials avilable to children attending nonpublic schools. The practical educational benefits of such an expenditure are very great indeed.

Title III is a point of very serious concern among Catholic school educators. From its inception, Catholic school children have not shared equitably in the benefits of Title III programs. Catholic school educators feel that the general concept of educational innovation, creativity and experimentation embodied in this program gives an important thrust toward solution of many serious problems confronting them. However, the anticipated benefit of this Title for

Catholic school children have not been adequately realized. The law must be strengthened to provide for equitable and effective participation of Catholic school children. Our position is reflected in some statistics for Catholic and nonpublic participation.

In the 1970 Harvard study cited previously, the educational impact of Title III was characterized as "poor" by over half of the 111 dioceses responding. Thirty-nine percent judged the educational impact of this Title "good" and only five percent "excellent." A survey which we conducted recently indicated that about three-quarters of the Catholic school systems in the nation felt that Title III should be legislatively strengthened.

The feelings expressed by our group of consulting educators were unanimous. If the law cannot be substantially amended to guarantee and assure participation by nonpublic school pupils and teachers, then they have advised us to recommend the deletion of Title III from the Elementary and Secondary Education Act.

This has been our experience with Title III programs notwithstanding the 1969 amendment to this Title by Congress which included a by-pass provision. Congress indicated a clear intention with this amendment but participation of nonpublic school students has improved very little. There has been apparent reluctance, in fact, on the part of the Office of Education to invoke this provision of the Law.

Given these circumstances, we recommend the following changes:

1. Language concerning nonpublic schools should generally be clarified. Nonpublic schools should be described as partners in the planning, establishment and implementation of Title III projects throughout the Title and not as "cultural and educational resources" as it presently states.
2. An equitability statement should be written into this Title.
3. Nonpublic school officials should be permitted to initiate project applications through local education agencies although grants may be made only to local education agencies. Such a provision would permit nonpublic school officials to design projects to meet the educational needs of the children attending their schools.
4. The Emergency School Aid Act sets as a criterion for the approval of a project application the degree to which the local education agency incorporates the "total educational resources both public and nonpublic of the community to be served." Title III should include a similar provision.
5. We support the concept of the State Advisory Council as provided for in the legislation: to advise, review, recommend, evaluate, and report concerning Title III activities in a given State. We do not, however, view State Advisory Councils as substitutes for legislative guarantees of equitability.

Each of these recommendations is detailed in the testimony which we have submitted.

Accompanying me today is Reverened Charles Patrick Laferty, O.S.A., who will describe the results of his study which was commissioned by the President's National Advisory Council for Supplementary Centers and Services, to assess the involvement of nonpublic school children in Title III. Also with me are Mr. Jerome Porath of the Archdiocese of St. Louis, Missouri, and Mr. William Cox, Research Assistant, Missouri Catholic Conference, who will describe the recent situation involving use of the bypass and Mr. Francis Scholtz of the Diocese of Sioux Falls, South Dakota, who will describe his experiences as a member of that State's Title III Advisory Council.

Title VII, the Bilingual Education Act, is the weakest of the titles in providing for the participation of eligible children in nonpublic schools. According to information obtained from the U.S. Office of Education, there are currently 213 projects funded under Title VII. One hundred seventy-eight of these projects serve 105,708 public school children exclusively. The thirty-five additional projects include 3,755 children who attend nonpublic schools.

These figures are discouraging in view of the clear obligations of the Commissioner of Education and the local education agencies to ensure the participation of nonpublic school children. The language of the Act states that nonpublic school officials must be involved in the planning of the projects. It also states that the Commissioner may approve projects only if provision has been made for the participation of eligible nonpublic school children.

In the project grant applications used by the Office of Education, applicants are requested to provide full information concerning the numbers and expected participation of local nonpublic school children. Of the 213 applications approved for project grants under Title VII by the Office of Education, 178 do not contain the requested information relating to nonpublic school children. Clearly, nonpublic school officials were not involved in the planning of these projects and it would appear that the local education agencies have no intention of providing for the participation of these children.

This desregard for clear and specific provisions of Title VII on the part of local education agencies and the Office of Education has prevented effective participation on an equitable basis in the program of many thousands of nonpublic school children. The intent of Congress to provide for the effective and equitable participation of nonpublic school children in these projects has neither been seriously implemented by local education agencies, nor reasonably protected by the U.S. Office of Education.

We ask that Congressional action be taken to relieve this indifference to nonpublic school children and to the expressed will of Congress. The following changes in Title VII are recommended by the U.S. Catholic Conference.

1. The equitable participation of nonpublic school children should be mandated even more clearly by the law in the planning, establishment and implementation of Title VII projects.
2. A statement of equitability should be included in this legislation.
3. Congress should require that the Commissioner of Education make an annual accounting to appropriate Committees of the Congress concerning the use of Title VII funds. This accounting should include a separate statement of the amount of funds expended on children attending nonpublic schools and the extent of the participation of these children.
4. The law governing project applications for grants under Title VII should include criteria which provide stronger assurances that the applicants have made provision for effective participation on an equitable basis for children attending nonpublic schools.
5. We also recommend that Congress redefine a low income family under this Title to make it consistent with the definition of a low income family in the proposed Title I amendment.

Each of these recommendations is detailed in our additional testimony.

Title VIII also funds programs through direct application to the Office of Education. These are the Dropout Prevention and Nutrition and Health Demonstration Projects. Although we do not have figures for the participation of nonpublic school children in programs under this Title, we feel that these children have not been adequately provided for in the implementation of the programs. We request that you consider changes in this Title to provide for the effective participation on an equitable basis of nonpublic school children in these programs.

That concludes my presentation of our experiences with the various programs of the Elementary and Secondary Education Act and our recommendations for legislative action. I would like to reemphasize our basic and firm support for the continuation of the Act. Although our participation has been unsatisfactory in some areas and very poor in a few respects; much educational benefit for children, especially disadvantaged children, has resulted from this legislation. This is an appropriate instrument for this nation to use in solving some of its most troublesome problems. It should be continued and it should be adequately funded. Our recommendations have been made with a desire to ensure that the maximum benefit is derived from these programs. I feel that our objectives with respect to this Act are mutual and that these suggestions will assist its effective implementation.

Many of the problems I have described have persisted despite close attention given them by Congress. On several occasions in testimony before this and other Congressional Committees, Mr. Chairman, we have recommended the appointment of a policy-level nonpublic school official in the U.S. Office of Education. A similar recommendations has been made by the President's Panel on Nonpublic Education. Such an official would provide liaison between nonpublic schools and the Federal government. He would establish a system of monitoring nonpublic school participation in Federal education programs and would help to establish the necessary attitudinal climate to ensure that the participation of nonpublic school children in Federal education programs is effective and equitable. Nonpublic school students would then have an advocate within the Federal structure which they do not now have despite the legislated eligibility of nonpublic school students for participation in many programs.

In December, 1972, the Office of Education issued a policy statement to Chief State School Officers and Nonpublic School Administrators urging steps to ensure equitable participation of nonpublic school students in Federal programs for which they are eligible. I would like to submit this statement for the record, Mr. Chairman.

It says in part that the "U.S. Office of Education has a responsibility to assure that the benefits of all programs for which nonpublic school children are eligible are made fully available to such children."

We applaud this effort, however modest. We hope that the Office of Education will take seriously its determination, as it says in this memorandum, "to achieve that degree of participation of eligible nonpublic school students which is required by law." We hope that further steps will follow in this direction.

Several final comments, if you will, Mr. Chairman. We are pleased to note that H.R. 16, the School Finance Act of 1973, contains standards for the effective participation of nonpublic school children on an equitable basis in this expanded Federal aid program. The provisions of H.R. 16 concerning the effective participation of these children are excellent. These provisions include equal counting of children attending nonpublic schools in allocating funds to the States; setting aside by each State of funds received on account of these children; provision for a by-pass mechanism in the event any State is unable or unwilling to comply with these provisions, and expenditure of these funds by the States for secular, neutral and nonideological services, materials and equipment for these children.

We are very pleased to have these provisions in this bill. We hope that the Administration does as fine a job in drafting its education revenue sharing proposal as you have done; Mr. Chairman, in drafting H.R. 16. We also hope and trust that the principles with respect to nonpublic school children which are contained in H.R. 16 will be used by this Committee in drafting a bill for the continuance of the Elementary and Secondary Education Act.

In this regard, we would like to call the attention of the Committee to the discrimination by exclusion of nonpublic school children in the present impact aid legislation (P.L. 81-874). We suggest that the same standards which have been applied for nonpublic school children in H.R. 16 be included in any extension or revision of this legislation. This would include counting nonpublic school children equally; setting aside of funds received on account of nonpublic school children by the States; provision for a by-pass mechanism in the event the States were unable or unwilling to comply with these provisions, and expenditure of these funds for the provision of secular, neutral or nonideological services, materials and equipment for these children.

Children of Federally-connected families in nonpublic schools should be counted and should benefit equally with such children in public schools, subject to the limitations imposed by the Supreme Court. The inequities in the present legislation are clearly seen by those most affected, the parents of such children in nonpublic schools. Our support for legislation of this type must be founded on equitable treatment of nonpublic school children in its provisions.

We are not able to comment in detail on education revenue sharing at this time, since legislation has not yet been introduced in this Session of Congress. However: we have prepared an evaluation of the education revenue sharing Act of the Ninety-Second Congress; including our objections to its provisions. I would like to submit that evaluation for the record, at this time, Mr. Chairman.

We have also suggested improvements in the Education Revenue Sharing Act of the Ninety-Second Congress to the Department of Health, Education, and Welfare. Our recommendations include the following provisions:

1. Children attending nonpublic schools should be counted equally in allotting funds to the States.

2. Each State should set aside funds received on account of these children and use them for the benefit of these children.

3. There should be a bypass mechanism in the event a State is unable or unwilling to comply with these provisions.

4. Federal funds should be expended for these children for the provision of secular, neutral and ideological services, materials and equipment.

Mr. Chairman, I thank you very much for providing this opportunity to testify before the Committee. My colleagues Messrs. Duffy and Consedine, and I will be happy to answer any question that either you or the Members of the Committee may have.

STATEMENT OF DR. EDWARD R. D'ALESSIO, DIRECTOR, DIVISION OF ELEMENTARY AND SECONDARY EDUCATION, UNITED STATES CATHOLIC CONFERENCE

Dr. D'ALESSIO. Thank you, Mr. Chairman. It is a pleasure to be here this morning to present our views concerning the extension of the Elementary and Secondary Act.

I am Dr. Edward D'Alessio, director of Division of Elementary and Secondary Education of the United States Catholic Conference.

As you know, Mr. Chairman, the U.S. Catholic Conference is the executive agency of the Catholic Bishops of the United States. This morning I am speaking for the Catholic school community, includng about 4 million young children attending approximately 11,000 schools. My statement hopefully will be brief and to the point.

Several of my colleagues have accompanied me today and they will speak more drectly of the matters I will bring to your attention. I have also submitted a more detailed statement which you have already approved for the record.

At this time I would like to request that the statements of my colleagues also be entered into the record.

Catholic schools have been most commonly located in urban areas in the past and this remains largely true today. About 50 percent of all Catholic schools are located in urban and inner city areas. Nearly 500,000 students are enrolled in Catholic schools in inner city areas where there are heavy concentrations of educationally disadvantaged children.

Also, Mr. Chairman, in the Nation's 20 largest cities, two out of every four children enrolled in non-public schools are enrolled in non-public schools and 80 percent of these children are enrolled in Catholic schools.

Catholic leaders have expressed a commitment to continue and endeavor to expand the service to non-public school students provided by these schools. The American Catholic Bishops recently said that "education is a basic need in our society, yet schooling available to the poor is inadequate. Cathlic school systems at all levels, must redouble their efforts, in the face of changing social patterns and despite their own multiple problems, to meet the current crisis."

The educational and moral leadership exercised by Congress and by this committee under your guidance, Mr. Chairman, accords with our idea also of service and commitment to a greater opportunity for social justice through equal educational opportunity.

We are here today in an effort to further these goals which we feel have much in common with the goals of ESEA. This legislation is a significant part of the national effort to aid the educationally disadvantaged and important to the Nation's future well-being.

We feel deeply the need for more adequate fundng for the act, especially for those titles directed toward the educationally disadvantaged. ESEA is an effective instrument in providing for these needs. In testifying before this committee in 1969, the U.S. Catholic Conference strongly supported this act. Today we reaffirm that support.

At the same time, we presented for your consideration a number of problems concerning the effctive participation on an equitable basis of nonpublic schoolchildren in these programs. Many of these difficulties, Mr. Chairman, remain today.

As you are aware, some of the titles of the legislation are administered from State and local levels and some are administered from the U.S. Office of Education. We have had positive and less than positive experiences with both types of programs. We have worked conscientiously and sincerely with local State and national officials who are charged with responsibility for the implementation of these programs.

We have attempted to remedy at these levels the difficulties which have prevented effective participation of Catholic school children on an equitable basis in programs under all titles of this act; we have proceeded with the understanding that it was clearly the intent of the Congress that these children participate effectively in these programs. We are now reporting on our difficulties to you and we presenting our recommendations. The recommendations have been arrived at, first, through our experiences with ESEA at the national level and, second, through consultation with a broad-based group of Catholic school administrators who are attempting to facilitate this participation at both State and local levels. Some of these administrators are accompanying me today and will speak to you later.

Chairman PERKINS. Let me interrupt you at this time. Mr. O'Hara and myself have an appointment to appear before the Subcommittee on Appropriations, on the student assistance program, regarding educational opportunity grants. The supplemental grants for NDEA loans and so forth are added into the appropriations bill.

It will be necessary for me to leave at this time, but I will return and I have several questions that I want to propound about the allocation of funds in the extension of ESEA and get your views along that line.

In my absence, I am going to ask the gentlemean on my right to continue the hearings. Go right ahead.

Mr. FORSYTHE (presiding.) Proceed.

Dr. D'ALESSIO. Thank you. Title I, which is aimed at correcting the injustices of educationally disadvantaged, has been a great value to children in Catholic schools. Congress should not permit any departure of effort from this area. Serious problems exist for Catholic school children in many parts of the country who are eligible to participate in these programs. But they are often unable to participate effectively and equitably.

With due consideration for the many excellent experiences Catholic school administrators have had in working with their public school counterparts, the following problem areas have surfaced:

First, programs for Catholic school children and teachers in some areas of the country are not comparable in quality, scope, and opportunity for participation in title I programs.

Second, Catholic school officials in some areas of the country have not been involved in the total planning process.

Third, programs for Catholic school children and teachers in some areas of the country are not comparable in per-pupil expenditure as compared to the per-pupil expenditure for title I programs in public schools.

Fourth, local education agencies in many areas of the country are ineffective in insuring that Catholic school children are receiving equitable benefits under title I.

These problems, Mr. Chairman, represent serious obstacles to the effective and equitable participation of Catholic school children in title I programs.

Congress has clearly indicated its intention that nonpublic schoolchildren share equitably in programs under this legislation. If this mandate is to have its full effect, we recommend the following changes in ESEA title I;

First, we feel that title I must be amended to include a set-aside provision which would insure effective participation on an equitable basis for nonpublic schoolchildren.

Secondly, we feel that a bypass provision ought to be added to title I which would enable the U.S. Office of Education to remedy situations which could not be resolved either at the State or local levels. The "1972 Report of the National Advisory Council on the Education of Disadvantaged Children" also recommended the addition of a bypass to title I.

At this point, Mr. Chairman, I request permission to submit pertinent sections of that report for the record.

Mr. FORSYTHE. Without objections, it is so ordered.

[The report referred to follows:]

EXCERPTS FROM REPORT OF THE PRESIDENTS NATIONAL ADVISORY COUNCIL ON THE EDUCATION OF THE DISADVANTAGED

THE PRIVATE SCHOOLS [1]

In 1969 this Council devoted a major portion of its *Fourth Annual Report* to the participation of nonpublic school children in title I programs. The report highlighted several problems at the Federal, State, and local levels and made several specific recommendations that would insure that the mandate for such participation (section 116.19) would be administered to afford equal opportunity for participation to eligible children enrolled in nonpublic schools.

The Council reviewed this regulation and its administration again this year, consulting extensively with public and nonpublic school officials, at all levels. On the basis of this review, the Council has concluded that, while there has been marked improvement in administration of this provision of the law—especially at the Federal level—there remain many administrative problems at the LEA level which still impede proper compliance with the law, and in fact, reduce the chances of participation for many eligible children, solely because they attend nonpublic schools.

The Council emphasizes "administrative problems" because there appears to be remarkable consensus that the congressional mandate in the law gives adequate direction and scope to administrators at all levels in both sectors, and that only limited changes in the legislation itself (specified below) need be recommended in order to improve the participation of nonpublic school children.

Legislative Provisions

While there is evidence of improvement in most States in the acceptance and implementation of this provision by the public education agencies legally responsible for administering it, there nevertheless remain many instances in which provisions of State constitutions or administrative policies of State or local agencies effectively or completely prevent equitable participation.

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[1] Although the legislation refers to these participants as children attending the "private schools," many documents do not. The terms "private" and "nonpublic" are used herein interchangeably with the preferred usage being "private schools," for compatability with the regulations.

In view of the wide disparity among States in this regard and resulting inequities in opportunity and participation by nonpublic school children, the Council recommends that section 143 of title I be amended to incorporate a "bypass" mechanism, similar to title III ESEA, section 307 f(1-2).

> (f)(1) In any State which has a State plan approved under section 305(c) and in which no State agency is authorized by law to provide, or in which there is a substantial failure to provide, for effective participation on an equitable basis in programs authorized by this title by children enrolled in any one or more private elementary or secondary schools of such State in the area or areas served by such programs, the Commissioner shall arrange for the provision, on an equitable basis, of such programs and shall pay the costs thereof for any fiscal year out of that State's allotment. The Commissioner may arrange for such programs through contracts with institutions of higher education, or other competent nonprofit institutions or organizations.
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> (2) In determining the amount to be withheld from any State's allotment for the provision of such programs, the Commissioner shall take into account the number of children and teachers in the area or areas served by such programs who are excluded from participation therein and who, except for such exclusion, might reasonably have been expected to participate.

The Council has studied the other bypass provisions already available in ESEA and concurs with private school practitioners that this is the most inclusive and most sophisticated provision for this purpose.

Planning and Evaluation

In its *Fourth Annual Report* (1969) this Council emphasized the need for nonpublic school officials to be involved in the planning and evaluation of title I programs designed to serve disadvantaged children enrolled in nonpublic schools. The Office of Education regulations are now more explicit in requiring public school officials to consult "with persons knowledgeable of the needs of these private school children and assigned a consultative role to private school 'authorities' and private school officials." The Office of Education's recently released handbook *Participation of Private School Children* includes a section on the "Role of the Private School Administrator" which states, in part:

"The regulations regard consultation with private school representatives as something apart from meetings with advisory committees or parent councils. The consultation with private school representatives would be of a detailed and technical nature, getting into the areas of diagnosis, needs assessment, evaluation design, etc. The results of this type of consultation would be brought to an advisory committee or parent council, consequently the inclusion of a private school representative on an advisory committee or a parent council does not automatically insure compliance."

This stress on the involvement of nonpublic school officials in planning is an excellent addition to the earlier Federal guidelines but the disregard of these institutions in a number of States leads the Council to recommend a careful check on compliance. It is suggested that project applications and statistical report forms be revised so that the local education agencies must demonstrate the involvement of private school officials in the planning of programs to serve disadvantaged children in nonpublic schools and in the collection and reporting of data for evaluating programs. It is also recommended that the project application include a provision by which designated nonpublic school authorities will verify and concur in the data presented and the planning and program provisions of the application. The requirement of this "signoff" provision should greatly increase the participation of nonpublic school officials in planning and evaluation of projects.

The Council believes that the participation of nonpublic school children would be improved if the regulations encouraged or required the establishment of State advisory councils on which representatives from the nonpublic schools would be included.

A further recommendation for improving State and local compliance with the regulations and guidelines is to establish appropriate review and complaint procedures when noncompliance by a State or local education agency is alleged. Presently, there is no recourses for the nonpublic school administrators who allege noncompliance.

State Allotments and Nonpublic School Eligible Children

A State receives its title I allotment based upon the number of children who qualify under a given legislated poverty formula. At this point, the State education agency does not know how many eligible children attend nonpublic schools.

After receiving its allotment, the State must then distribute the funds according to applicatons from LEA's which send it legal, qualifying proposals. It is at this point that a determination of the number of nonpublic school eligible children should be made.

For example, in New York state, all children are tested on the Pupil Evaluation Program (PEP) testing instrument, and receive a stanine rating in the 3d, 6th, and 9th grades. New York State determines that any child below the 4th stanine is educationally disadvantaged.[2] Ten to 14 percent of all children in the State who have been determined in this manner to be disadvantaged attend nonpublic schools.

The Archidiocese of New York has taken this one step further. In 1970–71 they sampled 25 percent of the children in New York City who live in the sharply delineated poverty area. Based upon the PEP test results, 7.7 percent of these children attended the nonpublic schools in New York City. Again in 1971–72, they surveyed all the students in the poverty area using the PEP scores, and had received 75 percent response to date. Again, 7.7 percent of the eligible children (according to this determination) are enrolled in the nonpublic schools.

New York City gives 5.6 percent or $7 million of service to the nonpublic school eligible children, a full $3 million less than 7.7 percent of the city funding allotment would provide. An increase of 50 percent would enhance immeasurably the opportunity for the title I-eligible children attending nonpublic schools in New York City. The loss of the $3 million to the city's title I budget would represent a loss of 2.1 percent and would have an effect, but not as dramatic an effect as the nonpublic schools envision.

The NACEDC recommends that all LEA's should, in their needs assessment, determine, according to the poverty formula and some other educational standard, the educationally disadvantaged children attending their nonpublic schools.

The NACEDC recommends further that these statistics on nonpublic school enrollments be applied to the determination of the title I application from the public school district, so that nonpublic school children receive an equitable share of services based upon the proportion of nonpublic school children to the total number of eligible children in the district.

Improving Practical Opportunity for Participation

In several circumstances, it is difficult if not impossible to provide title I services to disadvantaged children enrolled in nonpublic schools. In some cases, the entitlement of a local education agency is inadequate to support a substantial program. Also, eligible children are too few in number in any one school site to justify a substantial "target school" program. There are also cases in which a significant number of eligible children attend nonpublic schools outside the boundaries of the local education agency.

The NACEDC recommends that DCE implement an equitable and workable solution to this problem to be effective at the start of fiscal year 1973.

In 1969 the Council reported that "private school children often participate in programs only a few hours each month, and in programs not designed for their special needs." The more comprehensive and systematic involvement of nonpublic school officials as recommended above should greatly improve this situation.

The NACEDC recommends that services to disadvantaged children enrolled in nonpublic schools be provided in a manner and location most appropriate to the nature of the program and to the population to be served.

Reporting and Dissemination

As previously noted, the Office of Education has recently published a handbook for State and local school officials entitled *Participation of Private School*

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[2] This would mean that the child lags behind his class by 1 to 3 years in achievement.

Children. This is a great step forward in following the recommendation of this Council in 1969 that "the Office of Education put into one updated document regulations and requirements on the participation of nonpublic school children in the various aspects of the title I program."

A related recommendation in the 1969 report "that the Office of Education disseminate examples of programs of successful participation of nonpublic school pupils" has not yet been implemented. The Council considers this an important way to focus attention on promising practices rather than to restrict concern to the formal requirements of the law. To be most effective, this dissemination should include seminars and workshops as well as written descriptions of programs.

This would overcome the persistent problem faced by public school administrators baffled by their inability to plan useful title I projects for disadvantaged children attending nonpublic schools. Such inability is often due not to incompetence, but to confusion about the network of laws, and regulations governing aid to children enrolled in private schools.

As the preface states in the new Office of Education handbook: "The provision of services for children enrolled in private schools called for a whole new set of relationships, both administrative and programmatic, to be established and maintained. At the outset, no one really knew a 'best way' to implement the law as it affected private school children."

The handbook not only contains a compilation under one cover of the excerpts from the law relevant to serving disadvantaged children enrolled in nonpublic schools, and the regulations and guidelines that pertain to their participation (with a brief explanation of these provisions), but also outlines some of the problems encountered at State and local levels and some possible solutions including suggested procedures in project development to create opportunities for meaningful participation. If the distribution of this helpful handbook can be followed by seminars and workshops, the Council believes that the development of meaningful programs for nonpublic school children and their participation in them will be greatly improved.

Constitutionality

First, the Council would like to begin this section of the report with the statement that at no time is title I money turned over to nonpublic school administrators. This is in direct observance of numerous laws, including the constitutional amendment governing separation of church and state.

The Council would like to point out that many of the legal and constitutional obstacles to State administration of title I for nonpublic school children have been overcome. Many State and local education agencies found severe restrictions with respect to their respective State constitutions and statutes and the application of title I to nonpublic school children. Note that while State constitutions and statutes restrict the options available to provide services to eligible nonpublic school children, this, in fact, does not relieve that agency of its legal responsibility to approve title I applications which meet requirements set forth in Federal law, regulations, and guidelines.

In order to receive title I funds, the State Attorney General must sign an assurance to the U.S. Commissioner of Education stating that all title I regulations will be observed, even if they conflict with State law. Yet with respect to three States—Missouri, Nebraska, and Oklahoma—the Office of Education is aware of noncompliance with the regulations section 116.19, on service to children enrolled in nonpublic schools, and no enforcement action has been initiated.

The Council recommends that any State which is not in compliance with section 116.19 be informed of the Commissioner's intention to enforce the law, by the end of fiscal year 1972.

Conclusion

The council believes that the guidelines and regulations as they affect the nonpublic school child are generally well-defined, workable, and meaningful. The breakdown comes in the interpretation and enforcement of the guidelines. This is the area needing improvement.

The main purpose of our effort is to develop implementation at the local and State levels in order to meet the requirements of the law and to enable the children in the nonpublic schools to get the services that they need and that they are entitled to receive under title I.

We hope that the above recommendations, achieved in concert with participation of private school practitioners at a NACEDC conference in Chicago in early January 1972, will begin to remedy an obvious weak link in the administration of title I. We also hope that participation we have encouraged among the private school administrators will not cease with the Chicago meeting, but continue throughout the year, so that it may illumine for us the difficulties administrators face in providing day-to-day services to disadvantaged children in a most dedicated and appreciated way.

Dr. D'ALESSIO. Thirdly, to clarify the intent of the law beyond reasonable question, we recommend that a statement of equitability be written into title I, similar to that included in ESAA.

Fourthly, to insure the involvement of nonpublic-school officials in the total planning process, we endorse the recommendations of the National Advisory Council concerning project applications and statistical report forms.

Each of these points is detailed in the additional testimony which we have submitted. These proposals, and let me reiterate this point, Mr. Chairman, are made on the basis of experiences both with outstanding title I successes, as well as with instances of inequitable treatment.

We urge you to consider these changes for the effect they will have in insuring that services are provided by this title to the educationally disadvantaged.

With me today are three of my colleagues who will provide further perspective on our experiences with title I. They are Reverend Robert Clark, superintendent of schools, archdiocese of Chicago; Mr. Louis DeFeo, and Mr. Jerome Porath, both of Missouri, who will address themselves to the title I problems in that particular State.

We strongly support title II of the Elementary and Secondary Education Act. This title more than any other has made provisions for the equitable participation of Catholic school children and teachers. The average rate of participation of non-public-school children in this title since 1965 has been in excess of 96 percent of those eligible.

It is significant to note, Mr. Chairman, that 93 percent of the Catholic dioceses surveyed in a comprehensive study made in 1970 rated the educational impact of title II as good or excellent.

Title II has succeeded for nonpublic school children because adequate provisions to insure effective participation on an equitable basis were written into the original legislation. If our participation in other programs were as fair and unobstructed as it is in title II programs, our overall testimony today, Mr. Chairman, would be unqualified praise for ESEA.

Considerable progress has been made by this title but books are limited and books are still the essence of a reading program. According to the U.S. Office of Education, 65 percent of participating districts still report insufficient library resources. The U.S. Catholic conference endorses the adequate funding of title II.

As indicated in our submitted testimony, the practical educational benefits of this expenditure would be very great indeed.

Title III is a point of very serious concern among Catholic school educators, Mr. Chairman. From its inception Catholic school children have not shared equitably in the benefits of Title III programs. Catholic school educators feel that the general concepts embodied in this program give an important thrust toward solution of many of the serious educational problems confronting education in the United States.

However, the anticipated benefits of this title for Catholic school children have not been adequately realized. A survey which we conducted recently indicated that about three-quarters of the Catholic school systems in the nation felt that title III should be legislatively strengthened.

The feelings expressed by our group of consulting educators were unanimous. If the law cannot be substantially amended to guarantee and assure participation by nonpublic-school pupils and teachers, then they have advised us to recommend the deletion of title III from ESEA.

This has been our experience with title III programs, notwithstanding the 1969 amendment to this title by Congress, which included a by-pass provision. Congress indicated a clear intention with this amendment, but participation of nonpublic-school students has improved very little.

There has been apparent reluctance on the part of the Office of Education to invoke this provision of the law.

Given these circumstances, we recommend the following changes:

One, language concerning nonpublic-schools should generally be clarified. Nonpublic-schools should be described as partners in the planning establishment and implementation of title III projects throughout the title and not as cultural and educational resources as it presently states.

Second, an equitability statement should be written into this title

Third, nonpublic-school officials should be permitted to initiate project applications through local educational agencies although grants may be made only to local educational agencies.

Fourth, the Emergency School Aid Act sets as a criterion for approval of a project application the degree to which the local educational agency incorporates the total educational resources both public and nonpublic of the community to be served. Title III should include a similar provision.

Fifth, we support the concept of the State Advisory Council as provided for in this legislation. We do not, however, view State advisory councils as substitutes for legislative guarantees of equitability.

Each of these recommendations, Mr. Chairman, is detailed in the testimony we have submitted.

Accompanying me today is Reverend Charles Patrick Lafferty, OSA, who will describe results of his study of the involvement of nonpublic-school children in title III.

At this time I would request permission to submit Dr. Lafferty's study for the record.

Mr. Bell (presiding). Without objection, it is so ordered.

[The study referred to follows:]

AN ASSESSMENT OF THE INVOLVEMENT OF NONPUBLIC SCHOOL CHILDREN IN TITLE III PROJECTS OF THE ELEMENTARY AND SECONDARY EDUCATION ACT

DISCLAIMER

This study by the Reverend Charles P. Laferty, Villanova Monastery, Villanova, Pennsylvania 19085, a graduate student at the Catholic University of America, Washington, D.C., was developed under the sponsorship of the National Advisory Council on Supplementary Centers and Services. Points of view or opinions expressed herein do not necessarily represent the viewpoint of the National Advisory Council or the United States Office of Education.

TABLE 2.—PARTICIPATION OF NONPUBLIC SCHOOL CHILDREN IN TITLE III PROJECTS AS PERCENT DEVIATION FROM ACTUAL STUDENT POPULATION RATIOS IN THE PROJECT AREA (FROM 478 PROJECT SAMPLE)

Deviations	LEA Under 50,000	LEA 50,000 or over	All LEA
None	21.7	26.4	23.4
0 to 5 percent below	13.2	18.4	15.1
5 to 10 percent below	6.6	12.6	8.8
10 to 25 percent below	7.2	5.0	6.3
100 percent below (no NPSC par.)	38.8	21.8	32.6
No data given for PSC/NPSC	12.5	15.8	13.8
Total	100.0	100.0	100.0

Discounting disproportions less than five percent, 38.5 percent of the projects have proportionate participation by nonpublic school children. 15.1 percent of the projects have significantly lower participation by nonpublic school children than student populations in the project area indicate as proportional. This figure is slightly (17.6%) higher in high density LEAs, wherein most nonpublic schools are located.

The absence of any nonpublic school children participation in Title III projects was reported by 32.6 percent of project directors, while an additional 13.8 percent gave no numerical data for either public school children or nonpublic school children, a combined total of 46.4 percent of the returns. The reasons for the lack of any nonpublic school children participation is indicated by the following table.

TABLE 3.—REASONS FOR LACK OF ANY PARTICIPATION IN TITLE III PROJECTS BY NONPUBLIC SCHOOL CHILDREN

	Number of projects	percent	Percent of all projects sample
No NPS in LEA	82	37	17
State constitution restrictions	9	4	2
No NPS interest	38	17	8
Restrictive type of project	44	20	9
Project designed for PS only	49	22	10
Total	222	100	46

ESEA legislation in 1965 climaxed many years of dialogue directed toward the reform of the nation's schools. Title III has the role, in this legislation, of generating innovative and exemplary programs, in a local context, for all school children.

The research reported here assesses the involvement of nonpublic school children in the Title III venture.

NUMERICAL PROPORTION OF NONPUBLIC SCHOOL CHILDREN PARTICIPATION

During 1970, the year for which this research was conducted, 49,924,747 children attended the nation's elementary and secondary schools; of that number 5,729,166, or 11.5 percent, attended nonpublic schools. Sixty-five percent of all school children had the opportunity to share in Title III projects in some manner, 22 percent in a direct manner.

TABLE 1.—STUDENT PARTICIPATION IN ESEA TITLE III NATIONALLY

	Direct	Indirect	Total	Percent
Public school children	10, 160, 724	18, 936, 037	29, 096, 761	89. 7
Nonpublic school children	1, 186, 794	2, 180, 371	3, 367, 165	10. 3
All schoolchildren	11, 347, 518	21, 116, 408	32, 463, 926	100. 0

To test these figures a questionnaire was sent to 611 project directors of the 1,650 projects active in FY 1970.[1] Five hundred and fortyy-four, or 89 percent, of the project directors responded.[2] The basic information sought was a comparison of participation by public school children and nonpublic school children. The replies recieved represent 37 percent of all funded 1970 Title III projects and 35 percent of all school children directly involved in projects.

Participant figures representing Title III projects, obtained from questionnaire returns were compared with actual population ratios of public and nonpublic school children and are reported below in terms of percent deviation of the project directors' responses to the actual population.[3]

The first reason is no way involves a lack of participation. Legislative bypass is a ready recourse for the restrictive state constitutions of the second reason. Reason three, while it raises questions of equity and effectiveness, was accepted at face value.

Group four (restrictive type of project) includes projects for which a separate count of public school children and nonpublic school children was not kept: some Special Education projects, Preschool projects, certain centers. Again, equity or effectiveness of participation may be questioned, but no clear evidence of exclusion of nonpublic school children is given.

Group five, however, does provide evidence of exclusion; projects designed for public schools only. Such projects include: Technical Education Pilot Studies, One-School Pilot Studies, Special Age-Group Programs and some Special Education Projects.

In summary, the number of projects which show a lack of proportionate participation of nonpublic school children include:

TABLE 4.—PROJECTS WITH A LACK OF PROPORTIONATE PARTICIPATION BY NONPUBLIC SCHOOL CHILDREN OF 478 PROJECTS SAMPLED

	LEA under 50,000		LEA over 50,000		ALL LEA's	
	Number of projects	Percent	Number of projects	Percent	Number of projects	Percent
10 to 25 percent below actual population	42	13. 8	30	17. 6	72	15. 1
Projects designed for PS only	35	11. 5	14	8. 0	49	10. 3
Total	77	25. 3	44	25. 6	121	25. 4

One project in four, involving some 841.791 nonpublic school children, shows a significant lack of participation of these children.

Recommendation 1.—Project proposals should indicate in clearer detail the planning and operational involvement of the nonpublic school sector.

Recommendation 2.—Pilot study type projects should include, in their proposal, details of applicability to all schools in the LEA involved.

Analysis of project directors' data by regions reveals the following:

TABLE 5.—REGIONAL PARTICIPATION OF NONPUBLIC SCHOOL CHILDREN IN TITLE III EXPRESSED AS PERCENT DEVIATION FROM ACTUAL STUDENT POPULATION RATIOS

	Percent
North Atlantic States	7. 3
Midwest and Plain States	3. 1
Southeast States	2. 7
Southwest and West States	. 7

Greater negative deviations occur in the States with the highest number of nonpublic school children, the North Atlantic corridor and the midwest urban centers.

Recommendation 3.—A conference of officials representing public and nonpublic schools and systems from selected metropolitan areas of high nonpublic school children density could yield a profile for PNAC to revise regulations and promote legislation for fuller nonpublic school children participation in Title III.

Projects were classified into nine types:

TABLE 6.—PROJECTS BY TYPES WITH PERCENT OF TOTAL SAMPLE INDICATED

	Percent of total sample
Institutional improvement	4.8
Personnel and instruction	5.2
Curriculum	20.8
Technology	3.9
Community involvement	8.6
Service/demonstration centers	33.3
Special education	12.5
Research and planning	.9
Pupil services	10.0

The highest deviations for a proportionate participation of nonpublic school children were in three types of projects: Technology (16.6%), Curriculum (14.6%) and Personnel and Instruction (12.0%). Reasons for this dominance are: unavailability of technical equipment on nonpublic school property; inability of nonpublic school children to share in Title III projects at public school locations during regular school hours; lack of source of compensation for nonpublic school staff for personnel training in terms of released time compensation.

Recommendation 4.—The law should be amended to permit the storage and use of certain project equipment on nonpublic school property, in a manner analogous to Title II.

Recommendation 5.—The law should be amended to permit compensation for staff released time for nonpublic school personnel on the same basis as public school personnel. This would give a more positive thrust that the funds promote "innovations in a local context."

Nonpublic school officials, in response to a questionnaire sent to them offered no substantive data contrary to the data of the project directors. Their perceptions as a group are that nonpublic schools do not share proportionately in Title III. But few could offer direct numerical support except in cases where no nonpublic school children participated. Their attitudes are reflected in response to a questionnaire sent to 109 nonpublic school officials.

TABLE 7.—OPINIONS OF NONPUBLIC SCHOOL OFFICIALS FROM QUESTIONNAIRE RETURNS

	Percent		
	Yes	No	No Response
1. Do projects provide for all children?	28.1	67.4	6.5
2. Is there schedule coordination with nonpublic school personnel?	19.6	79.1	4.3
3. Do you share in project planning?	30.4	60.9	8.7

Direct, numerical participation of nonpublic school children in Title III during 1970 has been presented in terms of a national survey and in terms of several subgroups: regional, project classification and nonpublic school officials. The salient fact discovered is that 25.4 percent of the projects sampled did not have the participation of nonpublic school children in proportion to their ratio in the population of all students.

THE EQUITY OF THE PARTICIPATION OF NONPUBLIC SCHOOL CHILDREN

Since three-fourths of the projects sampled show proportionate participation in Title III by nonpublic school children, the next question was do they share as equal partners? To do this the children must not be excluded from any phase of an appropriate project and nonpublic school officials must be fully aware of the opportunities of participation.

The questionnaire sent project directors and nonpublic school officials sought a professional judgment about specific projects. Project directors responded in terms of their particular project. Nonpublic school officials, generally, did not respond in terms of specific projects, but offered their perceptions about equity.

TABLE 8.—RESPONSE OF PROJECT DIRECTORS AND NONPUBLIC SCHOOL PERSONNEL ABOUT EQUITY OF NONPUBLIC SCHOOL CHILDREN PARTICIPATION IN TITLE III

[By percentage]

	Project directors			NPS personnel		
	Yes	No	NR[1]	Yes	No	NR[1]
1. Based on project design did NPS participate on on an equitable basis?	83.5	7.5	9.0	26.1	41.3	32.6
2. Was formal notice of project sent to NPS?	52.5	28.0	19.5	34.8	34.7	30.5
3. Was a reply from NPS personnel received?	53.0	36.0	11.0	17.4	28.3	54.3
4. In project operations were there distinction of services between PS and NPS children?	7.0	84.0	9.0	4.5	43.5	52.0

[1] No response.

While four-fifths of the project directors felt their projects were designed for equity of participation, nonpublic school personnel did not feel this way by a 3:1 ratio. The reason for the adverse opinion is that nonpublic school personnel saw no design features of projects in the planning stages to provide later for operational success. Forty-three percent saw this as an inherent problem of the Title III law whose wording, they felt, favored public school dominance of Title III projects. Thirty-two percent saw this inequity as a matter of poor communications, or indifference, at the planning level.

While many project directors are not familiar with the requirements or mechanism of notifying nonpublic schools about projects, a high percentage (28%) recognize that this was not done and a larger group (36%) received or knew of no acknowledgement of nonpublic school interest before submitting the proposal to the state level. Yet state records show such notification as routinely given at the LEA level. The boundary problems between school territories, school districts, LEAs and dioceses and private schools compound the notification problem; who to notify is a problem. The poor percent of response by nonpublic school officials to LEA notification (36%) reflects their double problem of not being notified in the first place or, if so, failing to respond for one of several reasons: poor structural correspondence to the LEA; poor internal organization; minimal interest in Title III.

Recommendation 6.—Certain sections of the law should be rewritten to provide greater equity of participation by nonpublic school children. Specifically:

Section 305(a)(2)(A)—The State Advisory Council should have representation proportionate to the public school/nonpublic school student population as its first norm of composition.

The law should require that the wording of state manuals should reflect the exact wording of the law and the Office of Education Administrative Manual in providing for nonpublic school children.

Half the nonpublic school personnel sampled (48.6%) indicated some effective way in which they were routinely notified about Title III projects. Only 13.5% indicated they received no notice. But almost all nonpublic school officials felt that a much better communications system is needed to promote general interest in the Title III ideal.

Recommendation 7.—Direct mailing of appropriate literature and communications about Title III should be made to all schools, by the State Advisory Council for statewide notices, by the LEA for all schools in their district. Neither assumptions of awareness nor lack of interest on the part of nonpublic schools should be presumed.

Recommendation 8.—State Title III manuals should specify to a greater degree than now exists the legal and communication requirements of LEAs for project approval.

THE EFFECTIVENESS OF THE PARTICIPATION OF NONPUBLIC SCHOOL CHILDREN

Effective participation requires planning Title III projects based on the needs of all school children, and designing projects for full operational participation.

TABLE 9.—RESPONSE OF PROJECT DIRECTORS AND NON-PUBLIC-SCHOOL PERSONNEL ABOUT EFFECTIVENESS OF PARTICIPATION

	Project directors		Nonpublic school perconnel		
	Yes	No	Yes	No	NR [1]
1. Were objectives of the project planned to provide for all children?	79.5	17.5	23.9	30.4	45.7
2. Did non-public-school participation include determination of needs?	54.5	45.5	22.0	78.0	
3. Did non-public-school participation include planning of the project?	52.5	47.5	22.0	78.0	
4. Did non-public-school participation include designing the project?	47.0	53.0	11.0	89.0	

[1] No response.

Among project-directors, the higher exclusion rates for nonpublic school personnel indicates the obvious fact that most project designs are the work of one or a few usually associated with the public school system, which projects were designed with emphasis on unity of theme rather than diversity of objectives. Also indicated is the less obvious factor of what constitutes planning and the responsibility of including nonpublic school representatives. Nonpublic school personnel see planning as the provision that the public school will share its facilities equally with their pupils. LEA personnel see planning with nonpublic school personnel as a matter of notification and inclusion on committees.

In dealing with factors promoting or impeding full nonpublic school children participation in Title III operations, 45 percent saw good communications and a willingness of LEA officials to cooperate as the chief needs, while 29 percent saw features of the law as creating an adverse situation. But while an average of one-third of the project directors saw no exclusion factors hindering full nonpublic school children participation, yet could not indicate positive features of their own project promoting such participation.

Recommendation 9.—Certain sections of the law should be rewritten to provide greater effectiveness of participation by nonpublic school children. Specifically:

Section 304(a)—To state that nonpublic school personnel should be included *as such* from the time of needs determination onward.

Section 304(b)(1)(B)—To stress that nonpublic school children should be provided for in terms of needs and, hence, in project designs.

The criticism of Title III norms and operations in this report should not obscure the fact that ESEA Title III is an ideal and a hope for quality education for the nation's nonpublic school children. Its twin features of creativity and exemplarism are the most urgent needs for our nonpublic schools. This principle was expressed by the vast majority of project directors and nonpublic school officials contacted and was always reinforced in my interviews.

Further, many cases of exemplary cooperation and participation were evident to the researcher throughout his research. Enough examples to conclude with this recommendation:

Recommendation 10.—An in-depth study should be made of a representative number of projects in urban/suburban areas where public school and nonpublic school personnel agree that an equitable and effective cooperation in Title III projects exist, and the results of the study disseminated.

I have statistical data and analyses for the following items or statements:

1. Student participation in T3 nationally, both PSC and NPSC.
2. Numerical proportionality of student participation, both PSC and NPSC.
3. Data on the national survey of T3 projects (degree of cooperation, nonrespondents, etc.)
4. Reasons for lack of T3 participation by NPSC.
5. NPSC are excluded from proper numerical participation in 25% of all T3 projects.
6. Analysis of NPSC participation by geographic areas.
7. Analysis of NPSC participation by types of projects.
8. Data on oppionnaire to NPS personnel.
9. The equity of NPSC participation.
10. Changes in wording of the law.
11. The effectiveness of NPSC participation.
12. Data on communications problems.

ABBREVIATIONS

T3—Title III.
ESEA—Elementary and Secondary Education Act of 1965.
PSC—Public school children.
NPSC—Non-Public school children.

Dr. D'Alessio. Also with me are Mr. Cox, assistant director of the Missouri Catholic Conference, who will describe the recent situation involving the use of the bypass in that state, and Mr. Francis Scholtz of the Diocese of Sioux Falls, S. Dak., who will describe his experiences as a member of that State's title III advisory council.

Title VII, the bilingual educational act, is the weakest of the titles in providing for participation of eligible children in nonpublic schools.

According to information obtained from the U.S. Office of Education, there are currently 213 projects funded under this title. One hundred seventy-eight of these projects serve over 105,000 public schoolchildren. The 35 additional projects include 3,755 children who attend nonpublic schools.

These figures are discouraging in view of the clear obligations of the Commissioner of Education and the local educational agencies to insure the participation of nonpublic schoolchildren.

The language of the act states that nonpublic school officials must be involved in the planning of the project. It also states that the Commissioner may approve projects only if provision has been made for the participation of eligible nonpublic schoolchildren.

This disregard for clear and specific provisions of title VII on the part of local educational agencies and the Office of Education has prevented effective participation on an equitable basis in the program of many thousands of nonpublic schoolchildren.

The intent of Congress to provide for the effective and equitable participation of nonpublic schoolchildren in these projects has neither been seriously implemented by local educational agencies nor reasonably protected by the U.S. Office of Education.

The following changes in title VII, therefore, are recommended:

First, the effective participation on an equitable basis of nonpublic schoolchildren should be mandated even more clearly by the law in the planning, establishment, and implementation provisions of title VII.

Secondly, a statement of equitability should be included in this legislation.

Third, Congress should require that the Commissioner of Education make an annual accounting to appropriate committees of the Congress concerning the use of title VII funds. This accounting should include a separate statement of the amount of funds expended on children attending nonpublic schools and the extent of participation of these children.

Fourth, the law governing project applications for grants under title VII should include criteria which provide stronger assurances that the applicants have made provisions for effective participation on an equitable basis for children attending nonpublic schools.

These recommendations, too, Mr. Chairman, are detailed in our submitted testimony.

Three of my colleagues will present testimony regardng title VII in their particular sections of the country. Mr. Joseph P. McElligott, director of education, California Catholic Conference, Reverend Thomas J. Riley, assistant superintendent for planning and evaluation, Archdiocese of San Francisco and Sister Anne, McIlhenny, teacher bilingual education project, St. Elizabeth school, Archdiocese of New York.

Title VIII also funds programs through direct application to the Office of Education. These are the dropout prevention and nutrition and health demonstration projects. Although we do not have figures for the participation of nonpublic schoolchildren in these programs under this title, we feel that these children have not been adequately provided for in the implementation of these programs.

We request that you consider changes in this title to provide for the effective participation on an equitable basis of nonpublic schoolchildren in these programs.

That concludes my presentation of our experiences with the various programs of the ESEA and our recommendations for legislative action.

I would like to re-emphasize our basic and firm support for the continuation of this act. Although our participation has been unsatisfactory in some areas, and even poor in a few respects, much additional benefit for children, especially disadvantaged children has resulted from this legislation.

This act is an appropriate instrument for this Nation to use in solving some of its most troublesome problems. It should be adequately funded and should be continued.

Our recommendations have been made with a desire to insure that the maximum benefit is derived from these programs. I feel that our objectives with respect to this act are mutual and that these suggestions will assist its implementation.

Many problems that I have described have persisted despite close attention given them by Congress. On several occasions, Mr. Chairman, we have recommended the appointment of a policy level nonpublic school official in the Department of Health, Education, and Welfare, or in the U.S. Office of Education. A similar recommendation has been made by the President's Panel on Non-Public Education.

Such an official would provide liaison between nonpublic schools and the Federal Government. He would establish a system of monitoring nonpublic school participation in Federal education programs and would help to establish the necessary attitudinal climate to insure that the participation of nonpublic schoolchildren in Federal education programs is both effective and equitable.

Nonpublic schoolchildren would therefore have an advocate within the Federal structure which they do not now have despite the legislative eligibility of nonpublic schoolchildren for participation in many programs.

In December 1972, Mr. Chairman, the Office of Education issued a policy statement addressed to the chief State school officers and nonpublic school administrators urging steps to insure equitable participation of nonpublic school students in Federal programs for which they are eligible. I would like to submit this statement for the record, Mr. Chairman.

Mr. **Bell** (presiding). Without objection, it is so ordered.

[The statement referred to follows:]

STATEMENT OF DUANE J. MATTHEIS, DEPUTY COMMISSIONER FOR SCHOOL SYSTEMS, H.E.W.

The eligibility of nonpublic elementary and secondary students to participate in Federal programs serving needs which they share in common with public school children has been increasingly recognized in legislation since the principle was established in the Elementary and Secondary Education Act of 1965. It is the purpose of this memorandum to invite your particular attention to this matter which you know has been implemented in applicable Federal regulations.

The U.S. Office of Education has a responsibility to assure that the benefits of all programs for which nonpublic school children are eligible are made fully available to such children. This includes the effective access, with advice and suggestions by persons knowledgeable as to the needs of such children, to policy making councils at the State and local levels where decisions on the use of Federal funds under the applicable programs are made.

Each Federal program officer is expected to assess the implementation of this policy in carrying out the functions of review, approval, monitoring, and evaluation, and to take appropriate action in situations where nonpublic participation is found to be other than in accordance with the requirements of the law.

The Chief State School Officers, as the principal education leaders in the States, are responsible for assuring that the level and quality of nonpublic participation fully and fairly meet the requirements of the applicable Federal programs. About twenty State agencies have already designated an official responsible for ensuring the adequate participation in Federal programs of nonpublic school children.

It is my hope that all Chief State School Officers will move to provide comprehensive services in State Departments of Education which will give representatives of nonpublic school children full access to Federal program information and planning. At a minimum, each State should designate a contact point for inquiries, program information, and the gathering of data on nonpublic participation.

For their part, I ask the administrators of nonpublic schools to play a more active role in assuring that students in those schools receive the full benefits of Federal programs to which they are entitled. I encourage nonpublic school leaders to contact their State educational agency for further information on all Federal programs which are available to children enrolled in their schools.

The U.S. Office of Education is determined to achieve that degree of participation of eligible nonpublic school students which is required by law. Please do not hesitate to ask the assistance of our Office of Coordination of Nonpublic School Activities as you seek to build the increasingly effective relationships between public and nonpublic schools which will be required to reach this objective.

Dr. D'Alessio. Thank you. We applaud this effort, however modest. We hope the Office of Education will take seriously its determination as it says in this memorandum and I quote, "To achieve that degree of participation of eligible non-public school students which is required by law."

We hope that further steps will follow in this direction.

Some final comments, if you will, Mr. Chairman. We are pleased to note that H.R. 16, the School Finance Act of 1973, contains standards for the effective participation of non-public-school children on an equitable basis in this expanded Federal aid program.

The provisions of H.R. 16 concerning the effective participation of these children are excellent. These provisions include equal counting of children attending nonpublic schools in allocating funds to the States: setting aside by each State of funds received on account of these children; provision for a bypass mechanism in the event any State is unable or unwilling to comply with these provisions, and expenditure of these funds by the States for secular, neutral and nonideological services, materials and equipment for these children.

We are very pleased to have these provisions on this Bill. We hope that the administration does as fine a job in drafting its education revenue sharing proposal as you have done, Mr. Chairman, in drafting H.R. 16.

We also hope and trust that the principles with respect to non-public-school children which are contained in H.R. 16 will be used by this committee in drafting the Bill for the continuance of the Elementary and Secondary Education Act.

In this regard, Mr. Chairman, we would like to call the attention of the committee to the discrimination by exclusion of non-public-school children in the present impact aid legislation. We suggest that the same standards which have been applied for non-public-school children in H.R. 16 be included in any extension or revision of this legislation.

And to reiterate, this would include counting non-public-school children, equally setting aside the funds received on account of non-public-school children, provision for a bypass mechanism in the event the States are unable or unwilling to comply with these provisions, and lastly, that these funds be expended for the provision of secular, neutral or nonideological services, materials and equipment for these children.

Children of federally connected families in nonpublic schools should be counted and should benefit equally with such children in public schools, subject to the limitations, of course, imposed by the Supreme Court.

The inequities in the present legislation are clearly seen by those most effected, namely the parents of such children in nonpublic schools. Our support for legislation of this type must be founded on equitable treatment of non-public-school children in its provisions. We are not able to comment in detail on education revenue sharing at this time since legislation has not yet been introduced in this session of Congress.

However, we have prepared an evaluation of the Education Revenue Sharing Act of the 93d Congress, including our objections to its provisions.

I would like to submit that evaluation for the record at this time, Mr. Chairman.

Mr. **Bell**. Without objection, it is so ordered.

[The evaluation referred to follows:]

AN EVALUATION OF THE EDUCATION REVENUE SHARING ACT OF THE NINETY-SECOND CONGRESS

I want first to express my gratitude and that of my colleagues, Father Bredeweg and Mr. Monahan, for the opportunity to speak with you today about the important issues being considered by this Committee. Although the primary concern of the Division of Elementary and Secondary Education of the United States Catholic Conference is the continued welfare and improvement of Catholic schools, the Division, like other responsible agencies in American education, realizes that all American schools—public and private nonprofit, church-related as well as non-denominational—are united in the effort to provide better education for the country's children and young people. Nonpublic elementary and secondary schools, moreover, now educate some five million American children and young people. One elementary and secondary student in every nine in the United States attends such a school. On the basis of size alone—apart from any other consideration—nonpublic schools, the large majority of which are Catholic schools, constitute a significant segment of the total American educational enterprize. They are, as President Nixon has said, an "integral part" of American education.

As I indicated in the Director's statement to the President's Commission on School Finance earlier this year, the Federal government has the responsibility to take a truly comprehensive view of American education, and adopt programs and policies that will contribute to the well-being of both the public and nonpublic schools; the Federal government should view itself as an "enabler" of educational excellence in all American schools. It must help to create the practical partnership in American education which, one hopes, will be an emerging reality of the years ahead. As President Nixon concluded in his Education Revenue Sharing Proposal to Congress, April 6, 1971, "nonpublic schools bear a significant share of the cost and effort of providing education for our children today. Federal aid to education should take this fully into account."

Although our specific concern today is the effect that S. 1669, the "Education Revenue Sharing Act of 1971", would have on Federal assistance programs in which students attending nonpublic schools are eligible to participate, we at the United States Catholic Conference also have a keen interest in the broader implications of the "revenue sharing" approach to the Federal financing of American education. Education revenue sharing is, in our view, more accurately described as "categorical grant-in-aid consolidation" or "block granting" because it proposes a massive combination of thirty-three existing Federal elementary and secondary educational programs into five broad categories. State and local educational agencies would share in Federal revenues for the purpose of "administering them in carrying out educational programs reflecting areas of national concern."

From the perspective of educational management, comprehensive educational planning and effective delivery of educational services, this proposal has a great deal of merit. Anyone experienced in working with Federal education programs at the state and local levels would readily admit that the proliferation of such programs places a near impossible burden of paper work and red tape on school administrators. This is especially true in school districts which have limited resources with which to pursue and administer federally-funded projects.

Virtually all nonpublic school "systems" find themselves in this latter category because of their limited administrative budgets. This is exacerbated by the fact that none of the monies allocated for the administration of presently authorized programs is used to alleviate the nonpublic school administrators' added burdens resulting from involvement in such programs. In short, it costs the nonpublic schools money to participate in these programs.

I do not think that the main question before this Committee should be whether or not consolidation of existing categorical programs is desirable. Rather the question should be how can this best be accomplished without undermining the purposes of previously enacted legislation.

The history of the Federal government's role in elementary and secondary education indicates that its involvement has been consistently restricted to those areas of need which were not being adequately met by state and local efforts. The inherent weakness of education revenue sharing, moreover, is that it is based on the assumption that state and local educational authorities now stand ready to meet their responsibilities in fulfilling these needs once they are freed from the morass of red tape inherent in these Federal programs.

This leads me to a much broader concern I have with the concept of education revenue sharing as an appropriate way for the Federal government to help solve the problems of American elementary and secondary education. What evidence there is, does not indicate that the most serious problems of education are a result of over-dominance by the Federal government. If anything, these problems persist and have worsened partially because of the Federal government's inability to have a significant impact on education at the state and local levels. An identical conclusion could be drawn of the states vis-a-vis local school districts.

This point may be demonstrated by examining some of the problems encountered in implementing compensatory education programs funded through ESEA Title I. This program has not had the educational impact which many educators had anticipated. There are many reasons for this not the least of which is the inability of the Federal government to insure compliancy with the intent of this legislation. Let me cite one example which illustrates this point. In the first years of this program, school districts spread the Title I funding so thin that less than $100.00 per child was expended. This problem is treated in the *Fourth Annual Report of the National Advisory Council on the Education of Disadvantaged Children* as follows: ". . . many school administrators have spread their limited funds over very large groups; the average Title I expenditure per child during 1965–66 and 1966–67 was $96.00 and $99.00 respectively —hardly enough to make a significant difference." This problem is being overcome only after a vigorous effort by the United States Office of Education in the past three years to effect an adequate concentration of services on the most needy children so that the program would begin to show significant educational results.

A weak Federal role in the implementation of Title I is further highlighted in the conclusions of a study conducted by Washington Research Project and NAACP Legal Defense and Educational Fund, *Title I of ESEA: Is It Helping Poor Children*? I would like to quote in part one paragraph from the summary of that report.

"In this report we have tried to spell out Title I requirements and match them against what is actually happening in many districts. We found that although Title I is not general aid to education but categorical aid for children from poor families who have educational handicaps, funds appropriated under the Act are being used for general school purposes; to initiate systemwide programs; to buy books and supplies for all school children in the system; to pay general overhead and operating expenses. . ."

Additionally, Mr. Chairman, it should be noted that the last two *Annual Reports* of the National Advisory Council on the Education of Disadvantaged Children recognize these problems and call for a strengthening of the Federal role in the implementation of this program.

Two of the most serious problems currently confronting education are the inequitable distribution of education funds among and within school districts as well as those related to racial discrimination. Partially, at least, both of these problem areas are rooted in the decentralized nature of the American school system. Recent state supreme court rulings in California have dramatized the inequitable nature of our present system of school financing. A Federal district court ruling on September 27 concerning segregation problems in the public schools of the city of Detroit followed by the same courts' order to the Michigan Board of Education to develop a metropolitan school district to create an integrated school system demonstrate the relationship between local autonomy in education and the problems of racial discrimination. I find it difficult to understand how a legislative proposal which encourages further decentralization relative to the Federal role can be a viable answer to such problems.

Finally, Mr. Chairman, I would like to call the Committee's attention to a recent study by the Harvard Graduate School of Education. *The Effects of Revenue Sharing and Block Grants on Education*, which treats these matters in depth.

I would now like to address myself to the effect of S.1669 on the nonpublic school sector of American education. The history of nonpublic school efforts to obtain public assistance for the performance of a public service to over five million American school children would indicate that Federal involvement in education has been beneficial to their cause. As a minority on the American educational scene, it is interesting that we share this feeling with minority groups within public education. Consequently, we are very wary of any weakening of Federal control over programs authorized by Congress.

The following facts are offered in evidence of our concern:

1. Throughout most of the twenty-five year history of the National School Lunch Program more than half of the states were unable to administer the program for the nonpublic schools. The Federal government had to assume this responsibility.

2. Until the 1970 ESEA amendments consolidating the NDEA V-4 testing program with Title III of ESEA, forty-one states were unable to administer the testing program for the nonpublic schools. Once again the Federal government has had to become directly involved.

3. Currently there are a number of serious problems involving the inequitable participation of nonpublic school children in ESEA Title I in Missouri, Nebraska, Louisiana and New York.

In short the nonpublic schools' only recourse has been Federal action to insure that the Congressional intent of the law is carried out at the state and local level.

In light of such history, I have a number of concerns about S.1669. I consider the language referring to the involvement of nonpublic school children too weak and consequently providing inadequate safeguards to insure equitable participation of such children. Six years experience with ESEA has taught us that legislative language must be as free from misinterpretation as possible. Section 7 (a) of S.1669 relating to the participation of nonpublic school children contains little more than a hortatory note that nonpublic school children should be given an opportunity to participate. This language is open to a wide diversity of interpretation at the state and local levels and could be greatly improved.

The withholding provision of Section 7 (b) is inadequate. If the Secretary should determine that the provisions of state law do not prevent a state agency from distributing funds to nonpublic school children but the state persists in refusing to distribute such funds, then there is nothing which the Secretary may do. There is no provision which would give authority to the Secretary to withhold funds when there is a substantial failure to provide services required by Subsection (a) (1).

There is no provision requiring the state to give assurances that it has complied with the law with respect to nonpublic school children. Thus there is no basis for a mechanism which would afford the Secretary an opportunity to make provision for children in nonpublic schools.

Section 6(d) provides that 30% of each of the amounts allotted to any state for vocational education, the handicapped and supporting materials and services may be made available for other educational purposes. The state may even exceed this 30% limitation if it demonstrates to the satisfaction of the Secretary that it furthers the purpose of the Act. This transfer privilege strikes at the heart of the services which are technically available to children in nonpublic schools. If there is to be a transferability provision, then it must be limited in such a way that it would not deprive nonpublic school children of an opportunity of adequate participation.

Section 18(a) provides that all revenue shared with the states shall be accounted for as Federal funds. This language is ambiguous. If it is the intention of the Administration to earmark the shared revenues as Federal funds, then specific language should be inserted to accomplish this end. If this is not the intent, then it will probably be necessary to insert provisions reserving a certain amount of money for nonpublic school children. This reservation of funds should be in accordance with private school population and credit should be extended to the state on the basis on evidence of the extent to which there has been effective participation by nonpublic school children.

Finally, we feel that there is a basic inequity in this legislation in regard to the consolidation of funds from P.L. 81-874 popularly known as aid to federally impacted areas.

Children of Federally-connected families in nonpublic schools should be counted and benefit equally with children in public schools. This would be true for children whose parents live and work on Federal property. If the Federal government is paying a substantial part of the cost of educating a Federally-connected child in a public school, it should pay the same proportion of the cost of educating a similarly situated Federally-connected child in a nonpublic school.

In summary, Mr. Chairman, I feel that the following parts of this bill would have to be changed before we could consider giving it our support:

1. The language referring to nonpublic school participation must be made explicit in terms of mandating *full* and *equitable* participation of private school children.

2. The "by-pass" or "withholding" provision should not only apply in a case in which a state is unable by law to provide for participation, but in any situation at a state or local level where there is a substantial failure to do so.

3. The legislative language should insure that Federal monies are not commingled with those of the state or establish a mechanism to reserve a certain amount of the funds to be expended only for the purpose of providing services to nonpublic school children.

4. Provision should be made for nonpublic school children to benefit from impacted area funds.

In closing, Mr. Chairman, may I point out that in a recent statement submitted to the House Ways and Means Committee, the United States Catholic Conference supported increased Federal Funding for educational programs which benefit all American elementary and secondary school students. This could be effected by expanding the funding of present education programs as well as including that percentage of funds which the Administration projects would be used from General Revenue Sharing for educational purposes in an Education Revenue Sharing Bill.

In conclusion, then, S. 1669 raises difficulties which, while by no means beyond solution, do require careful study and sensitive handling. The United States Catholic Conference has no objection in principle to revenue sharing or any comparable plan for reducing the financial burden of the states and localities. It is concerned, however, that state constitutions—or constitutional interpretations—as well as the attitudes and mind-sets of some public officials, will in some areas create serious obstacles to equitable participation by nonpublic school pupils in educational aid programs financed with Federal funds under revenue sharing. Experience under the Elementary and Secondary Education Act of 1965 is not particularly reassuring in this regard, since, as various studies indicate factors such as these have in many states made it difficult or even impossible for students in nonpublic schools to participate equitably in ESEA benefits. If Education Revenue Sharing were to become a reality, it would be imperative that the Federal legislation make adequate provision for whatever "by-pass" procedures might be necessary to insure the equitable participation of nonpublic school students, and that in addition adequate administrative procedures be devised and implemented to guarantee the same result.

Dr. D'Alessio. We have also suggested improvements in the Education Revenue Sharing Act of the 93d Congress to the Department of Health, Education, and Welfare. Our recommendations included the following provisions:

First, children attending nonpublic schools should be counted equally in allocating funds to the States.

Second, each State should set aside funds reserved on account of these children and use them for the benefit of these children.

Three, there should be a by-pass mechanism in the event a State is either unwilling or unable to comply with these provisions.

Fourth, Federal funds should be expended for these children for the provision of secular, neutral, and non-ideological services, materials, and equipment.

Mr. Chairman, I thank you very much for providing this opportunity to testify before the committee. My colleagues, Mr. Duffy and Mr. Consedine and I will be happy to answer any questions that either you or the members of the committee may have.

Mr. BELL. Thank you, Dr. D'Alessio, for a very excellent statement.

Mr. BELL. In the essence of time, I would like to ask the following people to present their statements or preferably summaries of them.

Would Rev. Robert Clark, Superintendent of the Archdiocese of Chicago, come forward and sit at the table.

Mr. William Cox.
Mr. Louis C. DeFeo.
Rev. Charles Laferty.
Mr. Joseph P. McElligott.
Rev. Thomas J. Riley.
Sister Ann McIlhenny.
Mr. Jerome R. Porath.
Mr. Francis N. Scholtz.

I am going to violate my rules by one question and shall give my colleague an opportunity to ask a question.

Dr. D'Alessio, I note that you speak about impact aid for parochial and private schools. It is very difficult for me to understand, in view of the taxing process, how you can justify that position.

Dr. D'ALESSIO. My answer to that, Mr. Chairman, would be first of all, the same forces that impact an area and therefore burden the public schools in a given school district, also work toward the impaction of nonpublic schools.

Second, Mr. Chairman, these funds, which would be Federal funds, would be used for the provision of secular and neutral and nonideological services, facilities, and equipment.

Mr. BELL. I won't belabor the point, although I do want to go into it further, but offhand, I note that under the public school system, you may charge tuition in your schools if you like.

Mr. Duffy, do you have a statement that you would like to make?

Mr. DUFFY. No, sir, I don't have a statement.

Mr. BELL. Mr. Consedine?

Mr. CONSEDINE. No, Congressman, we are just here to respond.

Mr. BELL. Rev. Robert Clark, you may either put your statement in the record and summarize it, or you may read it, whichever you prefer.

Reverend CLARK. I will be happy to submit it for the record and I will give you a brief summary of it.

[The statement referred to follows:]

STATEMENT OF REV. H. ROBERT CLARK, SUPERINTENDENT, ARCHDIOCESE OF CHICAGO, CHICAGO, ILL.

The Catholic School System of Chicago enrolls 250,000 students in 486 elementary and secondary schools. The System includes the City of Chicago, several smaller cities in Cook County and many suburban communities. The students come from all parts of the metropolitan area and live in wealthy, middle income or economically depressed communities. About 15% of the school enrollment is black or spanish surnamed.

All of the schools and each of the students have benefited enormously from the provisions of Title II of the Elementary and Secondary Education Act, the school library program. Well over two million dollars have been expended for library materials; this money would not have been available from private sources. As a result of this program school libraries have been established in each of the 408 elementary schools, an event which probably would not have occurred without this Federal assistance. Although it is difficult to evaluate in objective terms what impact these libraries have had on the education of children, it is a known fact that the richness of the learning environment is a critical factor in students' achievement. Any cutback in Federal spending for school libraries would be a terrible blow to education throughout the country.

The remainder of my remarks today will concern Title I programs, sometimes called Compensatory Education. Almost 30,000 pupils in our school system live in neighborhoods which coluld be described as economically depressed. Each of these children is educationally disadvantaged, although many of them are achieving at grade level. Inadequate community resources, disrupted neighborhoods, inadequate physical facililtes, overcrowding—all of these are some of the components which make learning very difficult for them. Of these 30,000 youngsters, approximately 4800 are the beneficiaries of programs funded by Title I of the Elementary and Secondary Education Act of 1965.

Teachers and principlas are the best witnesses to the success of these programs. They would literally throw their arms up in despair if any or all of them were dropped. For the first time in many years they see some real progress in meeting the extensive needs of these children. Allow me to describe some of the programs.

Five hundred and fifty primary grade pupils are enrolled in a program called Individualized Instruction for Continuous Development. They are taught in groups of 6 to 8 for 30 minutes each day. The program's intent is to improve their reading ability, although the program itself uses instructional materials from all academic areas. Reading and math skills, for example, may be strengthened at the same time. Sixteen public school teachers staff this program in thirteen Catholic schools.

A similar program called Corrective and Remedial Instruction provides services to 1,855 upper grade students in Catholic schools.

Two other reading programs are operating in some of the schools. One uses the Scott Foresman Individualized Learning System. The other is a parallelistic reading program. This latter program is designed to remove linguistic barriers in non-standard and non-native English speakers. The program presupposes that each student has a linquistic sophistication in his own culture; it builds on this skill as a means of providing a smooth transition to the mastery of standard English.

Two teachers and two teacher-aides serve 1,056 nonpublic students through the Learning Systems for Total Individualization of Remedial Reading and Mathematics Instruction. Prescription Learning Corp. operates this program. It diagnoses each student's needs and provides a computer print-out prescription for each student (updated every two to three weeks) which identifies what materials from a number of reading systems and programs should be used to meet this student's needs. Prescription Learning then provides the necessary hardware and software as well as study carrels.

Eighteen teachers work with 900 nonpublic students in 18 nonpublic schools in the Activity for Non-English Speaking Children. Each teacher sees 50 students daily for 30 to 40 minutes in small groups of 8 to 10 to provide second language instruction for students whose first language is not English.

One teacher and one teacher-aide operate the Individualized Mathematics Instruction Program at a nonpublic school, serving 50 students. This program is aimed at grades 4 through 8. It uses materials selected to complement the nonpublic school's own math program.

Three guidance counselors serve 240 students at four nonpublic schools. These students are already being served by Title I reading programs. Each counselor see 80 students each week in individual and group counseling sessins. One day a week is set aside for conferences with parents.

Title I has also funded a cluster closed circuit television network. One thousand three hundred and eighty-five students in our schools benefit from this activity. All of the programs are written and produced by teachers within the cluster. These programs focus on the student's own neighborhood and are geared specifically to their special needs.

Title I funds have also funded an excellent outdoor education program which takes fourth graders out of school for a week and gives them the experience of living together in the country. They go about many of their usual studies but use the resources of the out of doors for their instructional materials.

There are other programs too numerous to mention. All of them are tailored to the individual needs of youngsters with severe educational handicaps. All of them have been extraordinarily successful.

The effort to obtain equitable participation of nonpublic students in Title programs has been difficult. For the first three years of the program our participation was peripheral. Pupils went on field trips, received some heatlh services, were eligible to attend the local public school after school for remedial reading programs. Not many were willing to do this. The result was very few nonpublic school pupils received any of the substantial services they needed to overcome the effects of their disadvantages.

Finally the Chicago Board of Education agreed that many of the same programs which were being conducted in the public schools could also be conducted by public school personnel in the nonpublic school building. Facilities were set aside within the nonpublic schools and were designated public school extensions. These facilities were staffed by teachers and teacher-aides and were equipped with necessary hardware and software, all of which was under the control of the local public school district. With that breakthrough in 1969, the benefits of Title I programs have begun to flow effectively to our pupils. In March of 1969 four Title I teachers began to conduct remedial reading programs in four nonpublic schools. That number has increased to 91 Title I teachers for the present school year. It is not that the needs of the youngsters have increased that much but rather that the nonpublic pupils are beginning to receive an equitable share of Chicago's Title I services and materials.

Our successful experience in Chicago is directly attributable to two factors: (1) Title I programs are operated within nonpublic schools and within the school day so that youngsters are not inconvenienced and their education is not interrupted; (2) effective involvement of nonpublic students occur where there is included in the Title I administrative staff of the local public school district an official who has specific responsibility for assuring equitable nonpublic school participation. The Chicago Board of Education has two men, full time, who are responsible for administering the nonpublic school side of the Title I programs.

Involvement in the early stages of planning for Title I programs is critical for the effective involvement of nonpublic school pupils. This participation leaves much to be desired, but in recent years we have been allowed to identify the needs of our youngsters and to choose those programs which best fit those needs. Attached as Exhibit A is a Needs Assessment instrument we use with our principals. Attached as Exhibit B are the list of activities from which schools may "buy" those programs which, in their opinion, will be most helpful for their students.

The Elementary and Secondary Education Act must be expanded, not diminished. Objective achievement results are difficult to obtain, but the effect of these programs has been enormous. The emphasis on individualization of instruction has resulted in happier children who are eager to learn and who are enjoying the time in school more than ever. The elimination or reduction of ESEA would be an educational diaster.

[Exhibit A]

Archdiocese of Chicago School Board,
Chicago, Ill., November 28, 1972.

Dear Principal, ESEA Title I staff personnel at the Chicago Board of Education are beginning to assess program needs for next year's (73-74) Title I program. If we are to have a voice in what programs will be available for our children next year, we have to get together soon and determine what are our special needs.

You and any other member of your school community (faculty, parent) are encouraged to attend the needs assessment meeting for your area of the city (listed below). If you cannot attend yourself, please try to send a representative.

Your area meeting:

Area A: December 5th—10:00 A.M., St. Martin, 5838 S. Princeton, Chicago, Illinois 60621.

If you cannot attend your area meeting, please try to attend one of the other two area meetings.

Area B: December 6th—2:00 P.M., Blessed Sacrament, 2130 S. Central Park, Chicago, Illinois 60623.

Area C: December 7th—10:00 A.M., Center for Urban Education, 2401 West Walton, Chicago, Illinois 60622.

Thank you.

Sincerely yours,

JOHN R. BUCKLEY,
Coordinator, Government Funded Programs.

[Exhibit A]

ESEA, TITLE I PUPILS' NEEDS SURVEY

Name of Shcool ____________________________ Date ____________

Listed below are basic educational needs. Please rank your pupils' needs at your school. Place a "1" in the box to the left of your first choice. Place a "2" in the box to the left of your second choice and place a "3" in the box to the left of your third choice, etc.

☐ Reading Skills

☐ Science Skills

☐ Guidance and Counseling for Elementary Pupils

☐ Family Guidance

☐ Arthmetic Skills

☐ Understanding and Speaking English (TESL)

☐ Community Involvement and Relations

☐ Other (Specify)

After your needs have been determined, the severity of need and the number of Title I pupils in your school must be indicated.

For example: If you chose Reading Skills as one of your needs, fill in the appropriate boxes with number of pupils. If you indicated additional needs, fill in boxes for each specific need.

Number of children in need of Services:

	Primary Kg-3	*Intermediate and Upper (Gr. 48) 1 yr. below level*	*Intermediate and Upper (Gr. 4-3) 2 or more yrs. below level*
Reading Skills	☐	☐	☐
Arithmetic Skills	☐	☐	☐
Science Skills	☐	☐	☐

	Number of TESL Children who speak and write no or little English	*Number of TESL Children who need reading and writing skills*
Special Needs: Understanding and Speaking English (TESL)	☐	☐

	Primary Kg. -3	*Intermediate 4-6*	*Upper Grades 7-8*
Special Services: Guidance and Counseling	☐	☐	☐

Family Guidance (Social Adjustment Center) __________ Total number of families who have a serious need.

Community Involvement __________ Total of Title I students in your school

Supportive Services:

Supportive Services can be offered only to children in Reading or Arithmetic Skills programs. You may indicate the need of one or all of the following supportive services: Place an "X" in the appropriate box.

☐ Outdoor Education and Camping

☐ Field Experiences

☐ Health Services

☐ Mobile Instructional Laboratories (Science, Reading, Art)

☐ Computer Assisted Instruction

☐ School Community Representative (Phase Out Program)

☐ Other (Specify)

President of the School Board
or Advisory Council

Principal

Please return to:
Mr. Donald J. Geary by February 1, 1973
Board of Education—Rm. # 1142
228 North LaSalle Street
Chicago, Illinois

Program Modifications

Suggestions for New Programs

School

Signature of Principal

[Exhibit B]

PLANNING GUIDE FOR ESEA—TITLE I

Nonpublic school ________________ Public school ________________

Principal ________________ Date ________ Area ________ District ________

Pupils from low-income families (elementary schools) ________ × $350/pupil=

$________ Total allotment

As indicated below, we intend using our allocation of ESEA funds to provide the following programs.

PROGRAM I

Activity	Gr/Lev. of pupils	Number of pupils to be served	Cost per pupil	Unit cost	Total allocation used
2 Individualized instruction for continuous development (PSD).	PI-6	35	$452	$15,820	
	PI-6	35	636	22,260	
3 Corrective and remedial reading instruction (SAR)	PI-8	35	452	15,820	
	PI-8	50	448	22,400	
5 Programmed reading instruction	PI-P3	50	460	23,000	
6 Skills to help accelerate reading progress	PI-8	50	467	23,350	
7 Special program to upgrade reading	PI-8	50	472	23,600	
8 Reading systems for primary levels	PI-2	50	464	23,200	
10 Parallestic reading program	PI-8	50	481	24,050	
12 Learning system for total individualization in reading and mathematics.	P2-8	80	326	26,080	
	P2-8	112	244	27,328	
	P2-8	160	237	37,920	
13 The learning game	Pz-8	160	290	46,400	
Subtotal—program I					$

PROGRAM II

Activity	Gr/Lev. of pupils	Number of pupils to be served	Cost per pupil	Unit cost	Total allocation used
1a Activity for non-English-speaking children	K-8	50	$324	$16,200	
2 Individualized mathematics instruction	4-8	50	450	22,500	
6 Guidance for elementary pupils	P3-8	80	199	15,920	
Subtotal—program II					$

School ____________

PROGRAM III

Activity	Gr/Lev. of pupils	Number of pupils to be served	Cost per pupil	Unit cost	Total allocation used
1 Cluster closed-circuit television	K-8		$5,000	$5,000	
5 Outdoor education	PI-8		114		
7 Field experiences	K-8		4		
8 Health services	K-8		59		
9 School—community identification		35	93	3,255	
	K-8	70	93	6,510	
Subtotal—program III					$
Grand total					$

June 8, 1972.

____
Signature of Principal

TITLE I

The Catholic school community strongly endorses the extension of Title I of the Elementary and Secondary Education Act. Hundreds of thousands of educationally disadvantaged youngsters in nonpublic schools across the country have been assisted through special educational services provided by this Title. Although Catholic schools have experienced some serious problems with several areas of this legislation, Title I is a proper instrument for this nation to provide for the needs of educationally disadvantaged children. Rev. Robert Clark, Superintendent of Schools, Archdiocese of Chicago, is with us today to highlight the impact of Title I services on educationally disadvantaged children in the schools of that diocese. This is just one example of the considerable number of Title I success stories which the nonpublic schools have experienced.

On the basis of our experiences in attempting to facilitate the implementation of Title I on the national level and through broad-based consultation with a representative group of Catholic school diocesan and state level administrators, who are attempting to facilitate this participation at the local and state levels, we have identified several problem areas concerning the effective participation on an equitable basis of nonpublic school children and teachers in this Title.

The general consensus of these administrators is that significant progress has been made during the past seven years toward ensuring that eligible nonpublic school children and teachers receive a "fair share" of the educational services provided by Title I. These administrators feel, however, that despite its effectiveness and despite significant progress, much improvement remains before eligible children attending nonpublic schools are effectively participating on an equitable basis in Title I.

The problems identified focused on the following general areas.

1. Involvement in the Total Planning Process.
2. Comparability of Services.
3. Comparability of Expenditures.

INVOLVEMENT IN THE PLANNING PROCESS

The Elementary and Secondary Education Act is founded upon the "child benefit" theory that all eligible children, regardless of where they attend school, may receive special educational services to meet their needs. The Elementary and Secondary Education Act is also founded upon the concept of mutual cooperation and collaboration between public and nonpublic educators working in partnership to help overcome the educational deprivation of disadvantaged children. The Elementary and Secondary Education Act, moreover, has been the strongest compelling force yet to joint collaboration between both sectors of education for attaining nationally specified objectives. Catholic school administrators strongly feel that an essential aspect of insuring equitable participation in Title I programs is the involvement of appropriate nonpublic school officials in the total planning process. We define the total planning process as including the following activities.

1. Determination of Target Areas.
2. Identification of Target Population.
3. Participation in Needs Assessment
4. Selection of Eligible Children.
5. Consultation in Program Design.
6. Involvement in Program Evaluation.

If nonpublic school officials at any level (State, local, school) are excluded from any stage of this planning process, it is probable that inequitable treatment will result. Where participation is poor, it can nearly always be traced to a lack of involvement in one or all phases of the planning process. Catholic school administrators feel that there is a definite correlation between involvement in program planning and equitability in actual participation.

In varying degrees, appropriate nonpublic school administrators find themselves invited by public school officials to cooperate and collaborate in the planning of Title I programs. This mutual cooperation and collaboration between both sectors of education usually "happens" within the parameters established by the public sector; it is they who determine at what stage of the planning process they will seek the involvement of nonpublic school representatives. Hence, nonpublic school administrators find themselves included in certain aspects of the planning and excluded from other aspects, depending upon the decision of the public school officials. The degree to which nonpublic school administrators are involved in the total planning process cannot defintely and accurately be measured; it fluctuates.

Catholic school administrators have expressed strong dissatisfaction with the level of consultation and participation in the total planning process. They concluded that although there is apparent involvement in many cases of appropriate representatives of nonpublic schools in the planning of Title I programs, this involvement is ineffective and largely *pro forma* in many of these cases.

COMPARABILITY OF SERVICES

Are the special educational services for eligible nonpublic school children comparable to those services rendered eligible public school children? Many Catholic school administrators identify one important stage of the planning process—participation in the needs assessment—from which many nonpublic school administrators are excluded. These administrators feel that public school officials have a lack of knowledge of the needs of nonpublic school students; consequently, Title I programs are not really "geared" to the needs of nonpublic school children. Persons knowledgeable of these needs ought to be involved in assessment in the planning process. In cases where nonpublic school administrators were involved in needs assessment, programs were designed to meet such needs. Programs can never be comparable in scope and quality if they are designed in a vacuum, or for a group of children without consulting persons responsible for and knowledgeable of the needs of such children.

Comparability of scope and quality also includes evaluating the delivery of services, that is, where was the service delivered, how was the service rendered and by whom? There are many delivery systems for services to nonpublic school children; for example, public school teachers teach special classes in nonpublic schools, nonpublic school children attend special classes in public schools during the regular school day, and nonpublic school children attend special classes in the public school after regular school hours and on Saturday morning. The least effective and clearly incomparable in scope, quality and opportunity for effective participation on an equitable basis is the after regular hours or Saturday morning approach. Catholic school administrators feel that one consideration overrides all others in determining where and how the nonpublic school children should be served; the effectiveness of the program.

Other measures of comparability are the assignment of teacher-aides and teacher in-service training. Many Catholic school administrators report that in certain Title I programs, the public school assigns teacher-aides to assist the programs in the public schools, but that no teacher-aides are assigned to assist the program for nonpublic school children, even when requested.

When public school teachers are provided with special training and private school teachers are not, this is not comparability in scope and quality.

COMPARABILITY OF EXPENDITURE

Measuring comparability of service vis-a-vis comparability of per pupil expenditure shows a wide disparity among States and even within States. Some Catholic school administrators feel that a "comparable or equitable" amount of their school district's Title I funds are not allocated to provide services to nonpublic school children. ESEA legislation suggests an "ideal" per pupil expenditure for Title I services—one-half of the local education agency's normal per pupil expenditure. In some states, the State education agency has established a per pupil expenditure for ESEA programs, while in other States there is no established policy or per pupil cost—it is left to the discretion of the local education agency. In many such local education agencies, moreover, there are disparities of per pupil expenditures for public school programs and nonpublic school programs. One large city school district expends $400 per pupil for Title I services for public school children; that is, one-half of the local education agency's normal per pupil cost; while for services to nonpublic school children, the same district allocates $233 per eligible pupil which supposedly is one-half of the nonpublic school per pupil expenditure. Is this comparability of scope, quality and opportunity to participate? We realize that there is no requirement that a certain amount of percentage of money must be spent on each nonpublic school child—or for that matter, on a public school child—nor is there any formula or device as to the number of percentage of children who must be served. However, the per pupil expenditure is an indicator of comparability of scope, quality and opportunity.

Convergence of these types of problem areas at the local level results in a lack of genuine opportunities for nonpublic school student participation.

SUMMARY

Catholic school administrators strongly support the extension and amendment of ESEA Title I. Their rating of Title I programs ranges over an entire spectrum from excellent to poor depending upon a multitude of factorsy; geographic area, rapport with the State education agency or local education agency, degree of involvement in the planning process, and comparability of services and expenditure and others. In providing effective participation on an equitable basis to eligible children in nonpublic schools, Title I can neither be approved nor rejected. Basically, the Catholic school community feels that Title I is rendering a worthwhile service to nonpublic school children, but there is much room for improvement before the full intent of Title I is realized.

REASONS

1. Catholic school administrators in some areas of the country are not involved in the total planning process.
2. Programs for Catholic school children and teachers in some areas of the country are not comparable in quality, scope and opportunity for participation to programs for public school children.
3. Programs for Catholic school children and teachers in some areas of the country are not comparable in per pupil expenditure to the per pupil expenditure for public school children.
4. Local education agencies in many areas of the country have been ineffective in assuring that Catholic school children are receiving equitable benefits under Title I.

RECOMMENDATIONS

USCC makes the following recommendations to insure equitable participation of nonpublic school children and teachers in ESEA Title I programs.

1. We feel that Title I must be amended to include a set-aside which will provide for the effective participation on an equitable basis of nonpublic school children as mandated by Section 116.19 of this Title. We recommend that the following set-aside language be added to Section 103 (2).

"After the determination of the maximum grant which a local education agency in a state shall be eligible, the State Education Agency shall set aside an amount which bears the same ratio to the maximum local education agency grant as the number of children residing in the school attendance areas having high concentration of children from low income families and enrolled in private nonprofit elementary and secondary schools bears to the total number of children residing in the school attendance areas having high concentration of children from low income families and enrolled in both public and private nonprofit elementary and secondary schools. The local education agency shall use such amount only for programs and projects which are designed to meet the special needs of educationally deprived children in private nonprofit elementary and secondary schools."

2. We feel that a bypass provision must be added to Title I which will provide the Federal government with the necessary mechanism to remedy a situation which cannot be resolved locally. If state education agency or local education agency is either unable or unwilling to provide services to nonpublic school children and teachers on an equitable basis, the law should grant the Federal government the necessary bypass authority to provide those services directly or through some intermediary agency. USCC recommends that Title I be amended to include a "bypass" provision similar to that contained in Title III, ESEA, Section 307 (f) (1–2)

"(f) (1) In any State which has a State plan approved under Section 305 (c) and in which no State agency is authorized by law to provide or in which there is a substantial failure to provide, for effective participation on an equitable basis in programs authorized by this title by children enrolled in any one or more private elementary and secondary schools of such State in the area or areas served by such programs, the Commissioner shall arrange for the provision, on an equitable basis, of such programs and shall pay the costs thereof for any fiscal year out of that State's allotment. The Commissioner may arrange for such programs through contracts with institutions of higher education, or other competent nonprofit institutions or organizations. (2) In determining the amount to be withheld from any State's allotment for the provision of such programs, the Commissioner shall take into account the number of children and teachers in the area or areas to be served by such programs who are excluded from participation therein and who, except for such exclusion, might reasonably have been expected to participate."

The 1972 Report of the National Advisory Council on the Education of Disadvantaged Children also recommended the addition of a "bypass" provision to Title I. I request permission, Mr. Chairman, to submit that section of the report and other pertinent recommendations of the Advisory Council for inclusion in the Record.

3. We propose that a statement of equitability be written into the ESEA Title I (Section 141 (a) (2)) similar to the language in the Emergency School Aid Act (P.L. 92–318) Section 710 (a) (12).

"That, to the extent consistent with the number of educationally deprived children in the school district of the local education agency who are enrolled in private elementary and secondary schools, such agency provides assurance that (after consulation with the appropriate private school officials) such agency has made provision for including special educational services and arrangements in which such children can participate on an equitable basis."

4. To insure the involvement of nonpublic school administrators in the total planning process, we concur with the following recommendations made by the National Advisory Council on the Education of Disadvantaged Children in their 1972 Report.

"It is suggested that project applications and statistical report forms be revised so that the local education agencies must demonstrate the involvement of private school officials in the planning of programs to serve disadvantaged children in nonpublic schools and in the collection and reporting of data for evaluating programs. It is also recommended that the project application include a provision by which designated nonpublic school authorities will verify and concur in the data presented and the planning and program provisions of the application. The requirement of this signoff provision should greatly increase the participation of nonpublic school officials in planning and evaluation of projects.

The Council believes that participation of nonpublic school children would be improved if the regulations encouraged or required the establishment of State advisory councils on which representatives from the nonpublic schools would be included. A further recommendation for improving State and local compliance with the regulations and guidelines is to establish appropriate review and complaint procedures when compliance by a State or local education agency is alleged. Presently, there is no resource for the nonpublic school administrators who allege noncompliance."

TITLE II

The U.S. Catholic Conference strongly supports Title II of the Elementary and Secondary Education Act. As you know, Mr. Chairman, the purpose of this Title is to provide school library resources, textbooks and other instructional materials for the use of children and teachers in public and nonpublic elementary and secondary schools. Since its inception in 1965, moreover, this Title, more than any other Title of the Act, has made provision for the equitable participation of nonpublic children and teachers. The average rate of participation of nonpublic school children since 1965 has been 96.5 percent of those eligible. Ninety-three percent of the 132 Catholic dioceses surveyed by the Harvard Graduate School of Education study of The Effects of Revenue Sharing and Block Grants on Education in 1970 rated the educational impact of Title II as "excellent" or "good," higher than either Titles I or III.

Title II has been a positive catalyst both for the establishment of libraries in nonpublic schools as well as for upgrading the quality of library resources available to children in these schools. Sister Mary Arthur, Director of School Libraries, Archidocese of Philadelphia, who appeared before you on behalf of the Catholic Library Association earlier in these hearings, accurately assessed the educational thrust of this Title in her testimony.

She stressed that in the Archidiocese of Philadelphia, 106 schools relocated their libraries in larger quarters. In several instances, these new quarters were built by the parents themselves. Since 1966, 269 new libraries have been established in the diocese; these are especially appreciated in the very poor urban schools of Philadelphia and Chester County. "The 'comparable efforts' in these areas are often acts of real sacrifice and valor. The interested parents really try,—hampered often by the need to drop out and work just to keep the children fed and clothed and in school." Progress has been made but the task has just begun. Children are reading but books are limited; books are still the essence of a reading program.

In the secondary schools of the Archdiocese of Philadelphia, for example, Title II has actually strengthened the scholastic program by making it possible to meet the needs of the non-reader—by adding books of high interest and low reading level to libraries, especially those in the city's urban schools.

USCC endorses the adequate funding of Title II. It is estimated that if this Title were funded at $90 million for FY 1973, over 48 million elementary and secondary school students would benefit at an average expenditure of $1.86 per student. About sixty-five percent of the school districts that participate in this program report insufficient school library resources. About $8.3 million or 9.2 percent of the funds requested for FY 1973 would be expended for eligible items for use by teachers and students in nonprofit schools. According to a U.S. Office of Education estimate, such an expenditure would result in an increase of 2.5 million library resources and related materials in the nation's nonpublic schools.

TITLE III

From the inception of Title III of the Elementary and Secondary Education Act, nonpublic school children have not shared equitably in its benefits and we have consistently registered our complaints to the U.S. Office of Education, the President's National Advisory Council on Supplementary Centers and Services, and to Congress.

In the 1970 Harvard study mentioned earlier, the educational impact of Title III was characterized as "poor" by over half of the 111 dioceses that responded to this item. Thirty-nine percent judged the educational impact of this Title "good" and five percent, "excellent." The data gives you a "feel" for the attitude of the Catholic school superintendent for Title III, the purpose of which is the development of supplementary educational centers and services and the establishment of model elementary and secondary educational programs.

Realizing the lack of equitable participation of nonpublic school children and teachers in Title III, the U.S. Catholic Conference surveyed Catholic school superintendents to obtain direction concerning our posture toward this Title. Almost 77% of 129 (73.39%) respondents stated that Title III should be legislatively strengthened to provide for effective participation on an equitable basis for nonpublic school children and teachers. Twelve percent stated that Title III should be dropped and almost 8% concluded that it should be allowed to remain as presently written.

The majority of Catholic school superintendents felt that the general concept of educational innovation, creativity and experimentation was given a forward and positive thrust by Title III. However, the anticipated benefits of this Title in terms of nonpublic school children and teachers never materialized. Catholic school superintendents feel, however, that the intent of the legislation is sound and recommend that the law be substantially amended and strengthened to assure effective participation on an equitable basis for nonpublic school children and teachers. If the law cannot be substantially amended to guarantee and assure such participation by nonpublic school pupils and teachers, then, these superintendents advised that the U.S. Catholic Conference propose the deletion of Title III from the Elementary and Secondary Education Act.

That nonpublic school children and teachers are not participating equitably in Title III can readily be attested. Reverend Charles Patrick Laferty, O.S.A., who is with us this morning will present a brief statement and be avaliable to answer questions, was commissioned by the President's National Advisory Council on Supplementary Centers and Services in 1972 to assess the involvement of nonpublic school children in this Title. Mr. Chairman, I request that Father Laferty's study be submitted for inclusion in the Record.

Father Laferty's study supports two conclusions which nonpublic school educators have been aware of: 1. that the level of participation by nonpublic school children is most inadequate, and 2. that proper participation by nonpublic school personnel in the total planning process is almost non-existent.

The following statistics from Father Laferty's study support these conclusions.

1. In 21.8% of the projects surveyed, project directors "themselves' indicated that nonpublic school children were not being treated equitably.

2. In 22.8% of the projects surveyed, project directors indicated that nonpublic school children were not being treated equitably because of extenuating circumstances.

a. 37%—no nonpublic school in area served
b. 20%—restrictive type of project
c. 4%—state constitutional restriction
d. 22%—projects designed only for public school children
e. 17%—little or no interest on the part of nonpublic school officials.

3. 78% of nonpublic school administrators surveyed indicated that they were not consulted in the determination of needs for project participants.

4. 78% of nonpublic school administrators surveyed indicated that they were not in any way involved in project planning.

5. 89% of nonpublic school administrators surveyed indicated that they were not involved in the program design of the projects.

That Congress intended to provide for effective participation on an equitable basis for nonpublic school children and teachers is evidenced by the fact that the law was amended in 1969 to provide a "bypass" provision Section 307(f)(1). However, that provision does not assure equitable participation because the U.S. Commissioner of Education has been extremely reluctant to invoke the "bypass."

The experience of Catholic school representatives from Missouri, who are with us today, will illustrate the Commissioner's reluctance to implement his legislative authority for assuring justice and equity for nonpublic school children and teachers. In fact, the Title III "bypass" was implemented in Missouri on Monday of this week.

At present, Title III projects must be held on public premises whenever practicable. We feel that one consideration should override all others in determining where and how children should be served: the effectiveness of the program. If it is more beneficial to the nonpublic school children to provide the services on public school premises, then that ought to be the determining factor. Conversely, if it is more beneficial to such children to provide those services on the private school premises, then that is where they should be provided, so long as the administrative control and supervision of the program remain with public school officials.

We feel that the legislative language can be strengthened to insure that the uniqueness of nonpublic education is recognized, that it be recognized that nonpublic school children may have educational needs that differ from those of public school children, and that effective participation on an equitable basis be defined.

1. Section 304 (a) fails to recognize the uniqueness of nonpublic education. Nonpublic school officials are merely listed as one of many "cultural and educational" resources to be consulted.

2. Section 304 (b)(2)(B) fails to recognize that nonpublic school children may have educational needs which are different from their public school counterparts.

3. Nowhere in the law or regulations is the term effective participation on an equitable basis defined.

RECOMMENDATIONS:

The U.S. Catholic Conference recommends a general clarification of Title III language. We feel that nonpublic schools should be described as *partners* in the planning, establishment and implementation of Title III projects and not merely classified as a "cultural and educational resource" as presently defined. Therefore, we urge the adoption of the following language changes.

1. "Section 304 (a) A grant under this title pursuant to an approved State plan or by the Commissioner for a supplementary educational center or service program or project may be made only if there is satisfactory assurance that, in the planning of that program or project there will be, and in the establishment and carrying out thereof there will be, participation of persons knowledgeable about the educational needs of children attending nonprofit private schools (new language underscored) and other persons broadly representative of the cultural and educational resources of the area to be served. The term 'cultural and educational resources' includes state education agencies, institutions of higher education, nonprofit private schools, public and nonprofit private agencies such as libraries, museums, musical and artistic organizations, educational radio and television, and other cultural and educational resources. Such grants may be made only upon application to the appropriate State education agency or to the Commissioner, as the case may be, at such time, in such manner, and containing or accompanied by such information as the Commissioner deems necessary."

This recommendation is also applicable to Section 305 (a)(2)(A), Membership on the State Title III Advisory Council. Perhaps Title V of the Elementary and Secondary Education Act, Section 541 (b)(2)(A), which follows, may serve as a model.

"Section 305 (a)(2) The State Advisory Council, established pursuant to paragraph (1) shall (A) be appointed by the State education agency, and be broadly representative of the cultural and educational resources of the State (as defined in section 304 (a)) and of the public representation on the State council shall include, but not be limited to, persons representative of—(A) public and nonprofit private elementary and secondary schools,"

2. We propose that the language of Section 304 (b)(2)(B) be rewritten to include an equitability statement. "* * * that to the extent consistent with the number of children enrolled in nonprofit private schools in the area to be served makes provision on an equitable basis for the effective participation of such children." (new language underscored)

3. Section 304 (a) requires that grants may be made only to a local education agency. However, the legislation does not prohibit sponsorship of Title III projects by other than appropriate local education agencies. Nonpublic school officials, moreover, should be permitted to initiate a project application through an appropriate local education agency. Such a provision will permit

nonpublic school officials to design projects to meet the educational needs of the children attending their schools; it will also permit nonpublic school educators to use their resources for the development of innovative and creative educational programs which may be replicable for the benefit of children in general.

4. The Emergency School Aid Act sets as a criterion for the approval of a project application, the degree to which the local education agency has incorporated the "total educational resources both public and nonpublic of the community to be served" in the development of the project (cf. Title VII, ESAA, Section 710 (c) (g). Since local education agencies must compete with one another for funds under Title VII of the Emergency School Aid Act, and since the extent or degree of inclusion of the private sector is one of the criteria for approval, it would be advantageous for a local education agency to make every effort to include the private sector both in project planning and implementation. We feel that Title III should reflect the legislative intent of this provision of the Emergency School Aid Act.

Under Title III, local education agencies must also compete for project funds. It would seem logical that if nonpublic school children are to benefit equitably from Title III programs that the Law contain some incentive similar to that contained in Section 710 (a) (12) of the Emergency School Aid Act for their inclusion.

We urge that the following language be added to Title III.

"* * * provides that (A) to the extent consistent with the number of children in the area to be served who are enrolled in private nonprofit elementary and secondary schools provides assurance that such agency (after consultation with the appropriate private school officials) have made provision for their participation on an equitable basis, and (B) to the extent consistent with the number of children teachers, and other educational staff in the school district of such agency (after consultation with the appropriate private school officials) has made provision for their participation on an equitable basis." (P.L. 92-318; Section 710 (a) (12) (A) (B)

5. We support the concept of the State Advisory Council as provides for in the legislation: to advise, review, recommend, evaluate, and report concerning Title III activities in a given state. In general, the nonpublic sector has been adequately represented on State Title III Advisory Councils. However, nonpublic school administrators do not envision the Advisory Council in any way as a substitute for legislative guarantees of equitability.

Mr. Francis N. Scholtz, Coordinator of Education, Diocese of Sious Falls, South Dakota, and a member of that state's Title III Advisory Council is with us today and will relate his experiences as a member of that Council.

TITLE VII

The Bilingual Education Act, Title VII, of the Elementary and Secondary Education Act, is the weakest of all Titles of this legislation in providing effective participation on an equitable basis to eligible children in nonpublic schools.

According to information obtained from the U.S. Office of Education, there are 213 currently funded bilingual education programs supported under Title VII. One hundred seventy-eight of these programs serve 105,708 public school children exclusively; 35 additional programs include participation by 3,755 children who attend nonpublic schools.

In making application for a project grant under Title VII—Section 705(a)(8) provides "that the applicant will utilize in programs assisted pursuant to this Title the assistance of persons with expertise in the educational problems of children of limited English-speaking ability and make optimum use in such programs of the cultural and educational resources of the area to be served; and for the purposes of this paragraph, the term 'cultural and educational resources' includes state education agencies, institutions of higher education, nonprofit private schools, public and nonprofit private agencies such as libraries, museums, musical and artistic organizations, educational radio and television, and other cultural and educational resources."

Section 705 (b) states: "Applications for grants under title may be approved by the Commissioner only if—(3) the Commissioner determines (A) that the program will utilize the best available talents and resources and will substantially increase the educational opportunities for children of limited English-speaking ability in the area to be served by the applicant, and (B) that, to the extent consistent with the number of children enrolled in nonprofit private schools in the area to be served whose educational needs are of the type which this program is intended to meet, provision has been made for participation of such children."

Nonpublic school officials, therefore, are to be involved in the planning of Title VII projects; the participation of nonpublic school children is to be provided for by the local education agency.

The application for a grant submitted by the local education agency to the U.S. Office of Education requests pupil population data. The information requested by the Office of Education on the grant application follows.

1. Total local education agency enrollment (both public and nonpublic school).
2. Number of children in local education agency whose dominant language is NOT English (both public and nonpublic school).
3. Enrollment of project area (both public and nonpublic school).
4. Number of children in project area whose dominant language is NOT English (both public and nonpublic school).
5. Number of children in project area whose dominant language is NOT English who would participate in project (both public and nonpublic school).
6. Number of children in project area whose dominant language IS English who would participate in the project (both public and nonpublic school).
7. Total number of children in project area who would participate in project (both public and nonpublic school).

Title VII, moreover, provides that the Commissioner may approve a grant only if nonpublic school officials have been included in the planning of the project and the project provides for the participation of eligible nonpublic school children.

In analyzing and evaluating the 213 applications approved for project grants under Title VII— one hundred and seventy-eight applications do not have complete pupil population data; lacking on these applications, then, are the data requested relative to the nonpublic schools. Clearly, this is an indication that nonpublic school officials were not involved in the planning of the projects and that the local education agency had no intention of providing for the participation of such nonpublic school children.

Why does the U.S. Office of Education accept and approve project applications which have incomplete data, which give every indication that the total "cultural and educational" resources of the area to be served were NOT involved in the planning of the project, and which DO NOT make provision for participation of nonpublic school children according to the "extent consistent" provision (Section 705(b)(3)(B)) of the legislation?

We feel there has been obvious circumventing of specific provisions of Title VII on the part of the local education agencies and negligence on the part of the Office of Education in enforcing compliance to all provisions of this Title. Clearly, the intent of Congress to provide for the effective participation on an equitable basis of nonpublic school children and teachers in Title VII projects has neither been seriously implemented by the local education agencies, nor reasonably protected by the Office of Education.

We are requesting that Congressional action be taken to relieve this indifference and disregard for nonpublic school children and the resulting injustice. We recommend the following changes in Title VII legislation.

1. Effective participation on an equitable basis of nonpublic school children should be mandated by law in the planning, establishment, and implementation of Title VII projects. The language of Section 705(a) should be rewritten as follows:

"A grant under this title may be made to a local education agency or agencies, or to an institution of higher education applying jointly with a local education agency and then only if there is satisfactory assurance that, in the planning of that program or project there has been, and in the establishment and carrying out thereof there will be, participation of persons knowledgeable about the educational needs of children attending nonprofit private schools (new language underscored) and other persons broadly representative of the cultural and educational resources of the area to be served. The term 'cultural and educational resources' includes state education agencies, institutions of higher education, nonprofit private schools, public and nonprofit private agencies such as libraries, museums, musical and artistic organizations, educational radio and television, and other cultural and educational resources. Such grants may be made only upon application to the Commissioner at such time or times, in such manner, and containing or accompanied, by such information as the Commissioner deems necessary."

2. That Section 705(a)(8) of the Title be deleted.

3. That Section 705(b)(3)(B) be rewritten to include an equitability statement: "* * * that to the extend consistent with the number of children enrolled in nonprofit private schools in the area served whose educational needs are of the type which this program is intended to meet, provision has been made for the effective participation of such children on an equitable basis." (new language underscored)

4. That this Committee require that the Commissioner of Education make an annual accounting to the appropriate Committee's of the Congress on the use of Title VII funds, and that this accounting include a separate statement of the amount of funds expended on children attending nonpublic schools and the extent of participation of such children in projects funded by this Title.

5. That the law governing project applications for grants under Title VII include criteria which provide stronger assurance that the local education agencies (after the consultation with the appropriate nonpublic school officials) have made provision for effective participation on an equitable basis of children attending nonpublic schools.

6. That Congress redefine a low income family under Section 704(a)(A) of the Title VII law to make it consistent with the definition of a low income family in the proposed Title I amendment (Section 203(c)(1)(A)(B)(C)).

TITLE VIII

Title VII of the Elementary and Secondary Education Act, in addition to dealing with the General Provisions of the Act, also includes provisions for Dropout Prevention Projects (Section 807) and Grants for Demonstration Projects of Improve School Nutrition and Health Services for Children from Low-Income Families (Section 808). Both of these programs are demonstration type projects.

There are no statutory limitations prohibiting nonpublic school students from participating in dropout prevention projects; there has been a lack of administrative implementation at the Federal level. Section 807 of this Title should be amended to provide for effective participation on an equitable basis of students attending nonpublic schools in such projects.

Section 808(a) of this Title provides for making grants to "local educational agencies and, where appropriate, nonprofit private educational organizations, to support demonstration projects designed to improve nutrition and health services in public and private schools serving areas with high concentration of children from low-income families." Like Section 807 of Title VIII, Section 808, too, should be amended to provide for effective participation on an equitable basis of students attending nonpublic schools in such projects.

USOE NONPUBLIC SCHOOL POLICY LEVEL OFFICIAL

On several occasions in testimony before this and other Congressional Committees, Mr. Chairman, we have recommended the appointment of a policy level nonpublic school official in the U.S. Office of Education. A similar recommendation was made by the President's Panel on Nonpublic Education in its Preliminary Report in 1971. This recommendation was essentially repeated in the Panel's final report, Nonpublic Education and the Public Good, issued in 1972 which stated that "one of the panel's first recommendations called for creation of a new structure within the U.S. Office of Education to deal directly with nonpublic schools and to make effective recommendations to top officials in the Department of Health, Education, and Welfare."

The U.S. Office of Education responded to the Panel's initial recommendation by appointing a Coordinator of Nonpublic Educational Services late in 1971. The services of the Coordinator's office have been effectively utilized by nonpublic school officials. As a result of the relatively low level position of this official in the HEW/OE bureaucracy, however, the services offered have been characteristically informational. This office, at this level, cannot do the job, Mr. Chairman.

A new post should be created in either the Department of Health, Education, and Welfare or the Office of Education—a Deputy Assistant Secretary for Nonpublic Education in the Department of Health, Education, and Welfare or a Deputy Commissioner for Nonpublic Education in the Office of Education. Such an official would participate in policy planning and provide liaison between the nonpublic schools and the Federal government. He would be able to ensure that Regulations are clearly written. He could establish a system of monitoring nonpublic school participation in Federal education programs and help to create the necessary attitudinal climate to ensure that our opportunities to participate are adequate. The nonpublic schools would then have an advocate within the Federal structure, which they do not have now despite the mandated eligibility of nonpublic school students for participation in many programs.

In December, 1972, the U.S. Office of Education issued a policy statement, "Responsibilities for Meeting Nonpublic Participation Requirements in Federal Programs," to Chief State School Officers and Nonpublic School Administrators urging steps to insure equitable participation of nonpublic school students in Federal programs for which they are eligible. I have a copy of this statement with me, Mr. Chairman, and would like to submit it for the Record.

According to the statement, the "U.S. Office of Education has a responsibility to assure that the benefits of all programs for which nonpublic school children are eligible are made fully available to such children." Please note that according to the memorandum, the obligation incumbent on every Federal program officer to implement legislation is clearly spelled out. "Each federal program officer is expected to assess the implementation of this policy in carrying out the functions of review, approval, monitoring, and evaluation, and to take appropriate action in situations where nonpublic participation is found to be other than in accordance with the requirements of the law." At the State level, the Chief State School Officer is charged with "assuring that the level and quality of nonpublic participation fully and fairly meet the requirements of the applicable federal programs." Twenty States have designated officials in the State education agencies to ensure effective participation of eligible nonpublic school students in Federal programs.

We applaud this effort, however modest. With the issuance of the memorandum, moreover, the Office of Education has taken a step forward on this important issue. We hope that the Office of Education will take seriously its determination "to achieve that degree of participation of eligible nonpublic school students which is required by law."

H.R. 16

The purpose of H.R. 16, the School Finance Act of 1973, is "to assist the States and local educational agencies in providing educational programs of high quality in elementary and secondary schools and to assist the States in equalizing educational opportunity, and for other purposes." The Bill consists of three Titles. Title I provides for basic supplemental grants to the States and local education agencies to assist them to provide a quality elementary and secondary education to all children. Title II provides financial assistance to States to assist them in equalizing educational opportunity. Title II deals with the general provisions of the Bill.

We are pleased to note, Mr. Chairman, that H.R. 16 contains standards developed for the effective participation on an equitable basis for nonpublic school children in expanded Federal aid programs. Provision for the effective participation on an equitable basis of nonpublic school children is provided for in Title I of H.R. 16. Section 102(b)(2) includes children attending nonprofit private schools in the determination of the amount of basis grants. Section 103(a)(4)(A)(i), applications for basic grants assurances, provides that "to the extent consistent with the number of children in the school district of such agency who are enrolled in private nonprofit elementary and secondary schools, such agency, after consultation with the appropriate private school officials, will provide for the benefit of such children in such schools secular, neutral, or nonideological services, materials, and equipment including such facilities as necessary for their provision consistent with subparagraph (B) of this section, or, if such are not feasible or necessary in one or more of such private schools and determined by the local education agency after consultation with the appropriate private school officials, such other arrangements, as dual enrollments, which will assure adequate participation of such children * * *." Section 103(a)(4)(A)(ii) provides for an appropriate and proportional expenditure for children attending nonpublic elementary and secondary schools as provided for in Section 102(b)(2). Section 103(a)(4)(B)(i)(ii)(iii) provides for the control and administration of funds in a public agency; provision of services by a public agency or an agency other than that of the private school or religious organization, and that these funds will not be commingled with State or local funds.

Provisions made for the participation of nonpublic school children in Section 204(b)(7)(A)(i, ii) and 204(b)(7)(B) (i, ii, iii) of Title II are similar to those of Title I.

Title III Section 303(b)(1) (2) (3) provides for a withholding and bypass for the effective participation on an equitable basis for children in nonpublic schools.

The provisions of H.R. 16 concerning the effective participation on an equitable basis of nonpublic school children are excellent. The assurance that provides for the provision of "secular, neutral, or nonideological services, materials, and equipment" for children attending nonprofit private schools is in accordance with the appropriate standards stipulated by the U.S. Supreme Court in the *Lemon* and *DeCenso* cases.

We are very pleased to have these provisions in this Bill. We hope that the Administration does as fine a job in drafting its Education Revenue Sharing proposal as you have done, Mr. Chairman, in drafting H.R. 16. We also hope and trust that the principles with respect to nonpublic school children which are contained in H.R. 16 will be used by this Committee in drafting a Bill for the continuance of the Elementary and Secondary Education Act.

In this regard we would like to call the attention of the Committee to the discrimination by exclusion of nonpublic school children in the present Impact Aid legislation (P.L. 81–874). We suggest that the same standards which have been applied for nonpublic school children in H.R. 16 be included in any extension or revision of this legislation. This would include counting nonpublic school children equally; setting aside of funds received on account of nonpublic school children by the States; provision for a bypass mechanism in the event the States were unable to comply with these provisions, and expenditure of these funds for the provision of secular, neutral and nonideological services, materials and equipment.

Children of Federally-connected families in nonpublic schools should be counted and should benefit equally with such children in public schools. The inequities in the present legislation are clearly seen by those affected, the parents of such children in nonpublic schools. Our support for legislation of this type must be founded on the equitable treatment of nonpublic school children in its provisions.

EDUCATION REVENUE SHARING

We are not able to comment in detail on Education Revenue Sharing at this time, Mr. Chairman, because legislation has not yet been introduced during this session of Congress. However, we have prepared an evaluation of the "Education Revenue Sharing Act" of the Ninety-Second Congress. At this time, I would like to submit that evaluation for the Record. The conclusion of that evaluation reads as follows:

"In conclusion, then, S. 1669 raises difficulties which, while by no means beyond solution, do require careful study and sensitive handling. The United States Catholic Conference has no objection in principle to revenue sharing or any comparable plan for reducing the financial burden of the states and localities. It is concerned, however, that state constitutions—or constitutional interpretations—as well as the attitudes and mind-sets of some public officials, will in some areas create serious obstacles to equitable participation by nonpublic school pupils in educational aid programs financed with Federal funds under revenue sharing. Experience under the Elementary and Secondary Education Act of 1965 is not particularly reassuring in this regard, since, as various studies indicate factors such as these have in many states made it difficult or even impossible for students in nonpublic schools to participate equitably in

ESEA benefits. If Education Revenue Sharing were to become a reality, it would be imperative that the Federal legislation make adequate provision for whatever 'by-pass' procedures might be necessary to insure the equitable participation of nonpublic school students, and that in addition adequate administrative procedures be devised and implemented to guarantee the same result."

In addition, Mr. Chairman, we have suggested improvements in the Education Revenue Sharing Act of 1971 to the Department of Health, Education, and Welfare. The recommendations include the following provisions to ensure the effective participation on an equitable basis of children attending private nonprofit schools in Education Revenue Sharing.

1. Children attending private nonprofit schools will be counted equally in determining the amount of Federal funds allotted to each State.
2. Each State shall be required to set aside funds received on account of children attending private nonprofit schools and to expend such funds for the benefit of such children.
3. Where a State is prohibited by law from administering Federal funds for the benefit of children in private nonprofit schools, or where there is a substantial failure to comply with requirements of the Federal law, the U.S. Commissioner of Education shall administer such funds.
4. Federal funds allotted to each state for the benefit of children attending private nonprofit schools shall be expended solely for the provision of secular, neutral, nonideological services, facilities, materials and equipment which the U.S. Supreme Court has indicated can be provided within the limitations of the Constitution.

At this time, Mr. Chairman, I would like to request an opportunity to submit further detailed comments to this Committee when the proposed Administration Education Revenue Sharing Bill has been introduced.

STATEMENT OF REV. ROBERT CLARK, SUPERINTENDENT, ARCHDIOCESE OF CHICAGO

Reverend Clark. I am Superintendent of Schools, Archdiocese of Chicago. We enroll approximately 250,000 youngsters of which 40,000 live in communities which could be accurately described as economically depressed.

Because of the economic depression of these communities, many if not all of the youngsters are educationally disadvantaged. Of these 30,000 to 40,000 who could be described as educationally disadvantaged, approximately 4,800 are the beneficiaries of programs funded by title I.

I would like to limit my remarks this morning to title I programs in the city of Chicago.

We feel that we could describe very successful the program of nonpublic school participation. It has not always been so but currently these 4,800 youngsters are being served by excellent programs mainly remedial and individualized reading programs.

The best testimony to their success is that of principals and teachers who work with these programs, and I will comment about that later.

There are about 5 or 6 activities or programs in which our youngsters participate. There is one, for example, which enrolls over 500 primary grade pupils in a program of individualized instruction for continuous development. It is a reading program. It is intended to beef up the reading skills of youngsters who are 2 years below grade level.

There is a summer program for remedial instruction in which 1,800 of our youngsters are enrolled. There is an interesting program called parallelistic reading program. It is designed to remove linguistic barriers in nonnative English speakers.

This program presupposes that each student has a linguistic sophistication in his own culture and it builds on this skill as a means of providing a smooth transition to the standard English.

There are other programs of this kind, individualized in both reading and math, some of them computer operations.

An interesting program operated by the prescription learning method, diagnoses and needs, provides a computer printout and a description for each student which identifies the material which best meet these students' needs.

One of the critical needs in the city of Chicago and in the parochial schools are programs for non-English speaking children. Currently about 800 of our pupils are benefitting from title I services and are learning English through the services of public school teachers.

All of these programs are surrounded by supportive services. There are health and guidance services, there is even some television education instruction which supports the basic reading and math programs these youngsters receive. There is also, although not provided by title I, a massive school lunch program through which these youngsters receive nutritious meals that is provided by the national school lunch program.

There are field trips. There are outdoor education programs. All of these are supportive to the basic work and activity of title I which is individualized and remedial reading.

We are satisfied with the participation of our youngsters at this point but no one of course is ever absolutely satisfied. We would like greater participation.

Most of all, I think we would like to recommend and hope for greater funding of these programs so that more children can be reached.

The successful participation of our pupils in title I programs is attributed to two factors. First of all, that the public school services are provided within our schools. The first 3 years of ESEA our youngsters were required to go to neighborhood public schools and this could be 8 or 10 blocks away. The result was that nobody went.

In some instances, they were afraid to walk through the neighborhood. In other instances there were after-school programs and it was difficult for the children and the parents. The participation of our pupils within their own schools have added to the growth and development of these programs.

Second, the Chicago Board of Education has provided two full-time men whose sole responsibility is to administer the nonpublic school side of title I programs.

I have here with me, and I won't bore you by reading all of these, but I have a series of 40 or 50 letters from principals who attest to the success and the effectiveness of title I programs in the parochial schools of Chicago.

Two themes run through all of these letters, good as these programs are. One, the programs still are not adequate to meet the needs of all of the youngsters.

Second, and this is what impressed me most about the testimony of the principals, practically every letter said the same thing. For the first time in their lives, many of these youngsters have encountered a teacher who really cares, and who is able to give them the time they need to overcome their disability. As a result, these youngsters are not only learning better, but they are happier and more enthusiastic learners.

We urge you, gentlemen, to fund the act to the fullest extent possible and to extend the act. Thank you.

Mr. FORSYTHE. Thank you, Reverend Clark.

Mr. FORSYTHE. Next we will have Mr. Louis De Feo.

STATEMENT OF LOUIS DE FEO, JR., GENERAL COUNSEL, MISSOURI CATHOLIC CONFERENCE

Mr. DE FEO. Mr. Chairman, for the record, I am Louis De Feo, Jefferson City, Mo., general counsel for Missouri Catholic Conference.

In 1965 this Congress passed ESEA so that all educationally deprived children would have the educational benefits that would be necessary to break the cycle of poverty. It was clearly the congressional intent that all children, both public school and nonpublic school, and even children who attended no school would have these benefits.

Unfortunately, I would report to you today that in the State of Missouri, this intent has been obstructed and frustrated as to the benefits flowing to nonpublic school children. This has been for two reasons.

First, the State educational officials, the commissioner and board of education's refusal to provide equitable benefits to nonpublic school children.

Second, the failure of the U.S. Office of Education to fully enforce the laws and regulations governing this particular program.

At the outset of the program, in October 1965, our State board of education adopted a guideline that expressly prohibited nonpublic school children from participating in title I programs by means of enrollment or by means of sending title I personnel into the nonpublic school premises. Since, as you probably know, about 75 percent of all title I funds are expended for personnel, the State of Missouri has effectively deprived nonpublic school children of practically 75 percent of title I benefits.

The only benefits flowing to nonpublic school children in Missouri have been by equipment loan and after our programs. The actions of the State educational officials were based on alleged State constitutional limitations.

However, in January 1970, the attorney general of Missouri issued an official opinion stating that it was not in violation of our State constitution to provide title I personnel on nonpublic school premises.

We have a particular State constitutional provision, article 3, section 38A, that basically provides that any money received from the United States may be disbursed for any public purpose indicated by Congress.

Despite this ruling of the chief legal offices of the State, despite this provision of our State constitution, the State educational officials, by arbitrary administrative fiat, refused to provide title I services to nonpublic school children.

In April 1970, a complaint was filed with the U.S. Office of Education calling to their attention this discrimination and inequity. An investigation was made by the Office of Education and in October 1971, a report was made. This report and investigation substantiated the complaint.

I would like to read into the record one of the findings and summary of the conclusions of this report. This is an official report of the U.S. Office of Education.

Finding No. 14 related to the Kansas City public school district and the finding states:

> It is reported that the needs of children in private schools were found to be the same as those in public schools. Inasmuch as program guide 44 points out that the high priority needs of private school children will be met with services that are comparable in scope and quality to those provided to meet the high priority needs of public school children, it is interesting to note that an educationally deprived child with special educational needs who attended a public school could receive the following benefits from title I funds: A. The services of a teacher; B. the services of a teacher aide; C. use of equipment and materials; D. speech therapy on an average 1 to 2 hours a week; E. active participation in fine arts program; F. in addition, his parents could participate in intensified parents program; G. the approximate per pupil cost of these services would be $180.75.
>
> All of these services, with the exception of the fine arts program, would be provided for the most part during the regular school day and on the same premises as the regular program.

But on the other hand, what was the participation of non-public-school children? We have one sentence, "educationally deprived children attending nonprofit private schools, could participate only in use of material and equipment in the fine arts program."

In conclusion, the U.S. Office of Education report states as follows:

> Where the special needs of educationally deprived private school children are basically the same as special needs of the educationally deprived public school children, the data reported indicates that services available to private school children are not comparable to the service available to public school children.

The conclusion goes on to note that this is a violation of the guidelines and regulations of the U.S. Office of Education. The next conclusion:

> Because of the time and location of the main activities in the Title I program in St. Louis, Kansas City, and Cape Girardeau, the private school children do not have opportunities to participate in the services unless they give up membership in the private school and enroll in public school full time. This would be in violation of Section 11619 of the regulations.

Third, it concluded, the large discrepancy between per pupil expenditures for private school children from title I funds as compared to per pupil expenditure for public school children, while not an absolute criterion, does provide an indication that private school children are not receiving a range and intensity of services which amount to genuine opportunities to participate.

Mr. MEEDS. Pardon me, may I interrupt you? You are the general counsel for the Missouri Catholic Conference. Do you have a counterpart at the national level? In other words, is there a general counsel rationally?

Mr. De Feo. The counsel of the USCC is here, Mr. Consedine.

Mr. Meeds. Mr. Consedine, perhaps you can answer my question, sir. Is there any method of monitoring situations like he has described that occurred in Missouri and any kind of liaison between you and the U.S. Office of Education to bring what I consider to be flagrant violations of the intent and purpose of title I to the attention of the U.S. Office of Education?

Mr. Consedine. Congressman, this has been done extensively, but I would prefer that Mr. De Feo address himself to it because he is the gentleman who made the contact. And indeed he is prosecuting a lawsuit right now.

Mr. Meeds. It is true that he could bring this to the attention of the U.S. Office of Education. But if there is any kind of a pattern this business across the United States, then somebody ought to be on it and they ought to be on it very quickly and very hard.

I would suspect that perhaps this is being done at a national level if there is any kind of a pattern. This is the first incident of something like this that I have heard and what I am trying to find out is, is it happening very often, and in very many places? Do you know?

Mr. Consedine. Not to my knowledge, Congressman. I have sort of gotten away from the Government liaison business. I have been too busy with legal matters. There are others here who could answer your question more adequately, Mr. Robinson and Mr. DeFeo. But I am not familiar with any pattern. I think it is rather unique.

Dr. D'Alessio. There is regular continuing liaison between the U.S. Catholic Conference and the U.S. Office of Education. That liaison operates out of the Division of Elementary and Secondary Education. So we in a sense keep the U.S. Office of Education informed of this type of situation as it comes to our attention from the field.

Mr. Meeds. Was the U.S. Office of Education informed in this instance?

Mr. De Feo. Congressman, a complaint was filed with USOE in April 1970. The document which I just read was findings and conclusions of their investigation which is dated October 13, 1971.

I would further add some 3 years later, almost to the day, we are here today and there has been no effective action taken to remedy this situation.

Mr. Meeds. That is just incredible.

Thank you, please proceed.

Mr. De Feo. Also in April 1970 there was a lawsuit filed by nonpublic-school children in the city of Kansas City in the Federal district court against the State department of education or, more precisely, the State commissioner and State board of education, alleging misadministration of the title I program.

This lawsuit is pending on appeal before the circuit court of appeals. At the outset of this suit in April 1970, it was estimated that non-public-school children in Missouri had been deprived of approximately $13 million in title I benefits.

I would like to bring to your attention some of the evidence in the record of this particular case which I think will demonstrate the gross inequities in the administration of title I in Missouri.

The State department of education adopted a guide which is known as Policy Number Two which, on paper, states that the per capita expenditure per public school child and per capita expenditure for non-public-school children shall not vary more than 10 percent. On paper it sounds good.

However, in taking depositions we learned that the application of this rule is very discriminatory. The State title I director automatically excluded the expenditure for personnel.

Since the program is 75-percent expenditures for personnel, 75 percent of the money was excluded from the equation.

I would like to read the brief responses he made in testimony in the court. I am quoting from the title I director for the State of Missouri:

> *Question: Would you exclude the amount of money expended for personnel from your calculations of per capita expenditure because of this constitutional thing you mentioned?*
>
> Answer: At the nonpublic school, I don't follow.
>
> *Question: Let's try some illustrations. Let's assume that there is a remedial reading program that the public school program includes teachers, teacher aides, and equipment materials and supplies and that the non-public school program is operated by volunteers, not through Title I funds. As far as Title I funds, they would have equipment, materials and supplies.*
>
> *Let's say the amount of equipment, materials and supplies expended for public and non-public were equal per capita, say ten dollars per child. Now, then, the amount of personnel in the budget—*

And the answer, interrupting: "Would be excluded."

Continuing the question:

> *Would be $200 per child for public school children. Would you exclude this $200?*
>
> Answer: In figuring the variance, yes.
>
> *Question: The equipment is equal, therefore it complies with Policy No. 2.*
>
> Answer: Right.

Continuing at a later point in the testimony:

> *Question: Let us go back to the hypothetical case we had awhile ago, where $250 was expended per pupil in public schools and $50 was expended per pupil in non-public schools, but the equipment was equal and $50 of equipment was in public schools and $50 in non-public schools and $250 was for personnel. You have stated earlier that you would just compare the equipment since personnel is excluded.*
>
> Answer: That is correct.
>
> *Question: Would you regard this situation as being in compliance with Federal regulations and guide we have just discussed regarding comparable participation?*
>
> Answer: Yes.

Upon learning of this fact; the plaintiffs applied for a motion for preliminary injunction to compel the State Department of Education to enforce their own guideline in reality and not just on paper.

In response to this motion, the defendants, the Board of Education, to demonstrate a need for a high injunction bond admitted that if the injunction was granted requiring them to equally expend funds, that they would have to reallocate in that 1 year $5 to $6 million.

Further, we looked into specific title I applications in Missouri as to how this rule was being applied in fact. I would like to cite examples.

The Linn public school district is a typical small rural community in central Missouri. Regarding the number of educationally deprived children, 36 percent of the eligible children were non-public students. By contrast, only 7 percent of title I funds were budgeted to be expended for benefits to non-public school children.

Although $244 was expended per pupil in the public school for title I services, only $30 was expended for non-public school children.

Of the fulltime certified staff available under the program, 100 percent of that staff provided services to public school children and none provided services to non-public school children.

Looking at the per pupil hours per week of available opportunities, a public school child had 97 percent of the opportunities and non-public school children had 3 percent of the opportunities, although they were 36 percent of the eligible children.

At Kansas City, 5.4 percent were in non-public school; only five-tenths of 1 percent of title I funds were expended on these children. Two hundred fifty dollars was spent per public school child but only $25 was spent for non-public school child, a ten-to-one ratio.

By constant pressure by representatives of the non-public schools, there has been some increase in the expenditure of title I funds for non-public school children in Missouri. But we still have substantial inequities in expenditure.

Furthermore, the children are confined to after-hour programs which are inherently inequitable as compared to regular hour programs.

Second, as Mr. Porath will demonstrate for you, many of the programs that appear equitable on paper have been sham programs and have never been implemented. By comparison, title II in Missouri has worked relatively well.

Why the difference? I feel the significant differences are there: First of all, title II benefits are allocated on a formula allotment basis.

Second, there is a bypass provision that if the State fails to provide services to non-public school children, the U.S. Office of Education can bypass.

Third, from the outset in 1965–66, the U.S. Office of Education has clearly indicated they will invoke this bypass if the State does not provide these services. As a result of these three conditions, title II of Missouri has worked relatively equitably.

By contract, in the absence of these conditions, title I has worked inequitably.

In conclusion, I would urge this committee first to assure that there is an equitable expenditure of title I funds by providing a set-aside on allocations of funds to reserve funds for non-public school children in a similar manner that you have already done for children in neglected and delinquent institutions.

Second, that this committee provide provisions that will assure that Congressional intent is not frustrated either by a State limitation or by an arbitrary State official, and that this be done by a bypass mechanism.

Third, I would urge this committee to urge the U.S. Office of Education by what means may be available, to enforce the title I law and title I regulations.

Thank you, sir.

Mr. MEEDS. Mr. De Feo, before you finish, I would like to make sure that I have the fact situation correct. I was reading part of the time you testified.

We have Mr. Clay from Missouri here now and if we could reconstruct what I think you said, I am sure he is going to be interested in this.

It is my understanding that in 1967, or earlier, a decision was made by the Missouri State Department of Education that under title I, no public education personnel, teachers, could teach in nonpublic schools in utilization of title I funds, is that correct?

Mr. DE FEO. Both of these rulings prevented the pupils and teacher getting together in regular school hours. The pupil can't go to the teacher in the public schools. You can't have title I teachers going to the non-public schools.

Mr. MEEDS. In other words; there was no shared time with the public school teacher, nor could the public school teacher go the private school?

Mr. DE FEO. Right, during regular school.

Mr. MEEDS. These were decisions by the Missouri State Board of Education?

Mr. DE FEO. Yes.

Mr. MEEDS. Thereafter, the Missouri State attorney general's opinion stated that neither of these decisions were correct, that these facilities could be utilized and teachers could be utilized in private schools, is that correct?

Mr. DE FEO. The opinion related only to providing personnel. It ruled that title I personnel could go to non-public school premises. That was issued in January 1970.

Mr. MEEDS. This violation of title I was brought to the Office of Education attention in 1970 also, is that correct?

Mr. DE FEO. That is correct, by letter to the Commissioner.

Mr. MEEDS. Is it further correct that two situations which you have just described still prevail in the State of Missouri with regard to parochial school children?

Mr.DE FEO. That is correct.

Mr. MEEDS. Despite what you just recited?

Mr. DE FEO. That is correct.

Mr. MEEDS. Well, that is a problem I think this committee ought to dig into. It is an absolute violation of the intent of this committee in framing title I.

Chairman PERKINS. Would you yield to the gentleman from Florida to make an observation?

Mr. MEEDS. I think that this committee ought to get very quickly to the Office of Education with regard to this specific matter and I would hope that on a national level there is some kind of reporting system so that this type of violation which might be occurring in other States can be brought to this committee's attention, so we can really land on the Office of Education with both feet on this situation.

I yield to the gentleman from Florida.

Mr. LEHMAN. Mr. De Feo, perhaps we have a similar experience in the State of Florida with the Dade County school board. We had a problem in that respect because Florida itself has a specific statute that says that no school board shall allocate any funds to a private or parochial school.

We were in a crunch where if we didn't provide this for a specific parochial school we were in violation of the provisions of title I. If we did do it, we were in direct conflict with the State statute in this case.

I am sure this is not a particularly isolated situation either in Florida or Missouri, and I think it well behooves this committee to resolve these problems because the Dade County school board is a direct arm of the State government and as such we have our first obligation to the State of which we are employees. And I think at that time it was resolved as an understanding that we would give help to the schools through title I program.

I think the action is not the intent of the school board but it is just the conflict of State laws and regulations and provisions of title I, and I think we must work these things out. I don't know how you will do it; but I think the committee should address itself to that problem.

Chairman PERKINS. Mr. Quie, do you want to interrogate the witness at this point?

We will have the deputy up to probe the subject and the problem you have discussed.

Mr. QUIE. Are we going to interrogate just this witness?

Chairman PERKINS. We are going to interrogate all of the witnesses.

We will proceed for about 10 minutes and then we will recess. Then I have several questions for all of these witnesses.

Mr. QUIE. As I understand the colloquy with Mr. Meeds, this severe denial of services to nonpublic school children in Missouri is something that exists only in Missouri. Is that correct?

Mr. DE FEO. Congressman, of course I think I can only speak as to Missouri. It has been my observation that other States have this problem, but it has perhaps not been as documented as the situation in Missouri.

Mr. QUIE. I gather from the information I picked up by the grapevine, it exists, but to a much lesser degree than some other States. Would that be correct?

Mr. DE FEO. Congressman, I think the Missouri situation is an extremely severe situation. Other situations do exist in other States, but not nearly as severe.

Mr. CONSEDINE. Congressman, Mr. Robinson has informed me that Missouri is the only State that has invoked a statewide bar, that there are local problems in other States and other States where title I is working well in one section and inadequately in others. But there is no other State that has the kinds of rulings that Missouri has issued.

Mr. Quie. That is my understanding. We don't have a total State problem anywhere else. Like Mr. Meeds, I am astounded that it takes this long to do something about it because it was my interpretation of title I that if public schools did not provide that assistance to nonpublic school systems, that public schools would be denied the funds.

The quickest way to bring people around is to deny the funds and that is what they should have done in Missouri. That is what I think should be done in the local schools where that difficulty arises as well.

I also feel, however, that it is necessary for you people to document that and to bring it to the attention of the Department and to our attention in the Congress. You can't expect that the Office of Education will go out investigating all of the time on that matter. To what extent could you bring that to the attention of the Department?

Could we get a list of the incidents of denial of equitable treatment of nonpublic schools?

Dr. D'Alessio. Yes, Congressman, we could supply you with such a list. Actually, particular situations are brought to the attention of the Office of Education periodically.

Mr. Quie. I know there has been some remediation and other times there is less than that. Is this so voluminous that it would not be wise to put it in the record now? I would like to have it in the record at this time.

Chairman Perkins. Without objection; it is so ordered.

[The information requested follows:]

INCIDENTS OF INEQUITABLE PARTICIPATION OF ELIGIBLE NONPUBLIC SCHOOL STUDENTS IN ESEA TITLE I PROGRAMS

During the March 1 testimony of the Division of Elementary and Secondary Education, U.S. Catholic Conference, before the General Subcommittee on Education, you inquired whether we could supply you with a list of incidents of denial of equitable treatment of eligible nonpublic school children in ESEA Title I programs. We answered in the affirmative.

From reports which the Division of Elementary and Secondary Education has been receiving, incidents of inequitable treatment of eligible nonpublic school students in ESEA Title I programs seem to be located in the following states.

Illinois—particularly in the local education agencies outside of the city of Chicago, Oklahoma, Utah, and Virginia.

State Attorney's General rulings and State constitutional prohibitions add to the difficulties of local education agencies in providing for the equitable participation of eligible nonpublic school children in ESEA Title I programs.

Mr. Consedine. May I add, Congressman Quie, that we do bring these matters to the attention of the Office of Education. We have been doing it since 1965. That is why we are asking for a bypass in title I because the only remedy now, as you indicated, is for the Commissioner of Education to withhold the total state allotment and they are unwilling to do that, and we are unwilling to press for it in some circumstances, because we would regard that as an inequitable remedy to deny the whole State funds where, in fact, in some places the title I programs are working adequately and satisfactorily.

Mr. Quie. I agree with you that a bypass would be preferable.

You know I have long pushed for a bypass in every piece of elementary and secondary legislation we have on the books now and will work for a bypass in any we have in the future.

However, I also interpreted the law to say where there is no bypass you don't get money if you don't provide equitable treatment.

Until we have a better remedy, such as the bypass, they should automatically enforce the law the way it is.

Let me ask you about the distribution of title I money for providing services for the children in nonpublic schools. Some States, and if I recollect correctly, Michigan is one, provide testing of the nonpublic school children in order to determine whether they are disadvantaged or not and therefore should receive the benefits of the program. To what extent is testing being conducted and what is your view of this means of distributing the money?

Mr. Duffy. Testing to determine whether the children are educationally deprived? I believe in a good number of the States and from my experience. New York State determines the eligibility of youngsters on what they consider the pupil evaluation program test. It is a test both in reading and in mathematics. But New York State just relies predominantly on the reading test to determine whether a child is educationally deprived and if the child scores below the 25th percentile or ranks 2 years below grade level, then that child can make use of title I services. The math side of the test is never considered.

We do have occasion where a child may be fairly good in reading but his math is poor, yet he could not, because he is good in reading, could not receive math services.

So the use of these tests in New York State have benefited in certain cases and have worked against the children in others. As to using tests to determine educational deprivation and using that as a basis for allocating funds, I think we would have to know more about that before we could absolutely use that as a criterion.

Chairman Perkins. Let me interrupt for a monent. We gave to recess the hearing so we can mark up the agricultural bill and then we will get back to you gentlemen. If you will vacate the seats so the clerks can get down there for a few moments, we will get back with you.

[Whereupon, at 11 a.m., the subcommittee recessed until 11:10 a.m.]

Chairman Perkins. The Chair recognizes the gentleman from Washington, Mr. Meeds.

Mr. Meeds. Thank you, Mr. Chairman.

Mr. De Feo, I would like to ask you two more questions.

First of all, and we don't know for certain but the indications are that the President's special revenue sharing for education will in effect provide that moneys will be sent by the Federal Government to state governments and distributed to local school districts by the State government for such purposes as local school districts might decree.

In view of what you have told me as to the policy in the State of Missouri with regard to the expenditure of title I funds, how would you feel about the dispersement of Federal funds to a State where they might be intermingled with State funds and then to local districts?

Do you think parochial schools would receive any kind of consideration under a situation such as I have just described?

Mr. De Feo. Congressman Meeds, if there were no restrictions whatsoever, no guidance in the use of those funds, I think our experience in Missouri would demonstrate that nonpublic schools would be excluded.

If there are adequate precautions like a bypass mechanism and some identification and allocation of the funds, reserving them for nonpublic school children—these precautions I think would have to be taken as a minimum.

Mr. Meeds. Thank you.

With regard to the question of Head Start programs, under the present system over 50 percent of the Head Start programs in this Nation are operated by private or parochial groups, through Federal funds to community action programs which are distributed to local Heads Start groups, either public or private.

Again, under the situation that you have just described, if there were not a community action agency and those funds had to be intermingled with Missouri State funds, how would local Catholic operated Head Start programs fare in the State of Missouri, do you have a guess?

Mr. De Feo. I have not done an extensive investigation of Head Start but I have had some information come back to me on the State Head Start program.

It is my impression that where the Head Start funds have come through some other source, you see under title I you can have a Head Start type program, but where it comes from a source other than through the State Board of Education, the Head Start participation of nonpublic school agencies and children has been much better.

Mr. Meed. Through the community action programs?

Mr. De Feo. Yes.

Mr. Porath. I am from a Catholic school in St. Louis. We have a headstart program in St. Louis, part of which is operated by our Catholic school office

At the current time the people who operate this program are in a panic because they realize under the existing Missouri setup, once the community action program folds, their headstart program will end in Missouri.

Mr. Meeds. And even if special revenue sharing funds were given to human resources use in the States and those funds could not be passed through a Federal agency directly to the Catholic headstart program in St. Louis, you would be deprived of funds, would you not?

Mr. Porath. The funds would not be coming unless they were given to a not-for-profit organization.

Mr. Meeds. I am a little bit outside of the scope of this particular hearing but if you were to go upstairs you would find that the administration has evidently forgotten entirely about this problem and is ready to pawn off helter skelter the community action programs and leave absolutely no bypass, no method of providing funds for private and parochial headstart programs which comprise over 50 percent of the total in the Nation.

Thank you.

Chairman **Perkins**. Mr. Quie?

Mr. **Quie**. When the Headstart program was established, it did not go just through the Community Action Agency. They got set up pretty fast then and one of my colleagues, who is no longer on our committee, said they dreamed it up and put it together when they walked down the street. If they could go that fast, I think it could be taken care of in Missouri.

I don't think you have to worry about Headstart programs. They are going to function. The only ones you have to worry about are the ones funded by local initiative funds.

Let me go ahead and ask my questions.

Mr. Duffy, you were answering a question.

What I wanted to find out is to what extent is testing being used now to determine what nonpublic schoolchildren are going to benefit from the title I program?

Mr. **Duffy**. Testing nationwide, Congressman?

Mr. **Quie**. Yes.

Mr. **Duffy**. I can only speak from my experience in the State of New York. We really don't have information on testing or whether the other States use testing to determine the educational deprivation of youngsters.

So I can't answer your question.

Mr. **Quie**. So you only have experience in New York State?

Mr. **Duffy**. In New York State, yes.

Mr. **Quie**. Does anybody else know?

Mr. **McElligott**. Joe McElligott, director of division of education for California Catholic Conference.

Previously I administered Federal programs for public school district in California. The practice in California for the identification of youngsters for participation in title I activities is based secondarily upon a test and first on area of residence in the target area. But the test selected is determined by the local educational agency.

Sometimes this works equally well for the identification of youngsters in both public and nonpublic schools. At other times the test selected may be one that will give more weight to reading or more weight to math and sometimes serves the institutional needs of the public school sector to the detriment of nonpublic school students participation.

Mr. **Quie**. In what way?

Mr. **McElligott**. Our youngsters in many cases tend to do a little bit better in reading and a little bit worse in math. If a test is skewed so that it gives the other type of youngsters the advantage, our youngsters will be eliminated from the program.

Mr. **Quie**. In a test I have seen in the public schools there is such a strong correlation between difficulty in reading and math that it goes up to the 90-percent figure. That is why I was surprised when you indicated there wasn't a large number. You always find youngsters who can't figure out their math, but they are good readers.

Evidently there is a difference between the type of schools.

Mr. McElligott. We also have circumstances, Congressman, where various factors come into play where the public school district wants to identify youngsters who will succeed and who will show up well in test scores at the end of the year's project.

So eliminated from project participation are those youngsters way down at the bottom of the scores. They are not included in the title I program because sometimes it is felt that they won't show the most growth and won't come up with nice results at the tail end.

Mr. Quie. This indicates to me that the public schools fail the kid, because in every program we find there is a tendency to cream, rather than to put the money where the most severe handicap exists.

I think we have to insist on the title I program reaching those who can't read at all.

Chairman Perkins. Will the gentleman yield?

Mr. Quie. Yes.

Chairman Perkins. The gentleman is seeking to write an allocation formula here.

Mr. Quie. I am not seeking anything here this morning but to try to find out how nonpublic school children are being treated presently.

Chairman Perkins. Based on test scores, I would like to ask you whether you feel we have the necessary data to indicate to the extent that we should allocate funds to the States?

I am of the opinion that it would scatter the funds in every direction and get away from the concept of targeting in on the most disadvantaged groups in the country.

Now, if we had $6 billion or $8 billion or even $3 billion, I would feel that the theory of the gentleman from Minnesota would be much sounder. But it is going to be most difficult to obtain those funds.

I want to ask this panel whether you are satisfied with the distribution formula to the States, the allocation of funds, and how you feel that we can improve the distribution formula?

I thought I would give you the background of what I think the gentleman from Minnesota has in mind and I will let you take that background into consideration in connection with your answer.

Dr. D'Alessio. Mr. Chairman, actually I am not an authority; I don't have expertise in the allocation formula by means of which title I funds are allocated to various States.

However, in our written testimony we did suggest, namely that there be a set aside established at the local level of the funds, so that the children attending the nonpublic schools will be able to effectively participate on an equitable basis.

Mr. Quie. Let me ask you about this whole question of who is the most severely disadvantaged because the chairman seems to indicate that those who are poor, meaning those are on welfare, who come from a family of $2,000 income or less, are the most severely disadvantaged.

Let's take a child who can't read in a school where there is a concentrated group of poor children who did not have any books at home. Here is another child living in another area and his parents earn quite a bit of money and there is no poverty in that home and that child can't read either.

Which one is the most handicapped?

Mr. FORD. Will the gentleman yield?

Mr. QUIE. Yes.

Mr. FORD. You are asking the question predicated on the assumption that the Office of Education is administering the act the way it was written. When you and I sat on the committee, it was our intention that educational deprivation be on some bases rather than the family income of the child involved. But in the past 2 years the guidelines have now forced title I funds into a situation where you actually must determine the family income of the child before it goes into the classroom or into a program under the threat that if you have too many nonreading children from families above the poverty level in the classroom, even though it might have a concentration of poor children, that you might be told that that is improper use of title I funds and in fact some cities have been told, so that the impact in a State like Michigan is that they are now requiring a means test for children and they are going away from rather than toward the kind of distribution of funds we had in mind.

I want to know whether the way the new regulations are written have had an impact on that distribution.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. Would you answer my question?

Dr. D'ALESSIO. I think they are both educationally disadvantaged although I think the ultimate criterion is how Congress wants to spend its money in terms of educational disadvantagement.

Mr. QUIE. Now in your school, the way they operate with tests, it does not make any difference what the income of that child is, as long as the school is in the target area.

Then they take the test and those children can be from families of any income, isn't that correct?

Mr. DUFFY. That is correct. That is also correct in the public schools.

Mr. QUIE. I know it is but of course the public schools, you see, have the determination to make of whether there is a concentration of poverty, not a concentration of educationally disadvantagement, but concentration of poverty and you are kind of stuck with that.

If you have schools some other place with just as many disadvantaged kids, you don't get a cent to help those kids.

Mr. DUFFY. That is correct. Educationally disadvantaged youngsters, right.

Mr. QUIE. If we agree with Dr. James Colemans theory, the reason why kids aren't doing well is that they don't bring advantages from home or they don't sit by other children who bring advantages from home.

Here is the child in another school who sits by kids who bring advantages from home and he is still disadvantaged. It seems to me that this is a tougher nut to crack than those involved in the schools where they are in target areas.

Mr. DUFFY. I would agree with you.

Mr. QUIE. I will yield to Mr. Burton.

Mr. BURTON. In the early stage of deliberation on this bill, we thought that we had a poverty index. I would hope that we will not keep compounding the problems we have had in the past in this respect.

I hope we can have a yardstick that will be adequately applied.

Mr. QUIE. When I started to ask these questions, I wanted to get at the testing to see if they used adequate testing.

I believe that the fairest thing is criterion based tests. But I got involved in the idea of distributing funds to the States.

Mr. Burton and I talked about this for a long time and this present formula is as unfair as it could be, as proven by the new census information.

Minnesota has 58 percent fewer children from families with $2,000 income in the 1970 census than was the case in the 1960 censsus.

Nevada has 25 percent more children from families with incomes of $2,000 or less than they had in the 1960 census and they don't have a big welfare program AFDC, so they didn't count them all.

That is about as unfair as can be. Both the gentlemen from California and I agree that is a lousy way to do it.

Mr. BURTON. This is predictable. We didn't come to grips with it and now we can confirm in the census what commonsense led us to believe before, that the yardstick we had was not relevant to a real world and we should try to get a real world yardstick and apply it equitably.

Mr. QUIE. That is right. At the time we passed this act in 1965, the big fad was poverty. It was a problem but I think you realize that it was a fad. The most recent one is environment.

Don't misunderstand me. These are severe problems, but what bothers me is that even if we found that perfect means of determining who is in poverty, we aren't counting all of the children that are educationally disadvantaged.

I want to say to you what I said yesterday. I think we have to spend a lot more money at the Federal level and I agree you have to have a bypass to assure that your students are treated equitably.

One of the biggest reasons why we are incorporating more under title I is that you are counting children under $2,000 as being in poverty. They don't have political clout. The disadvantaged are not counted in the formula.

I am trying to find a means to test and determine who is educationally disadvantaged and distribute the money wherever they arre to help them. Then you will find all of these people with political clout, with educational disadvantaged clout in there pumping for money to pay for it, and we would be jumping for that 1.5 billion in a big hurry because we would feel that all over the government.

That is a strong motivation that I have to change this.

Now, have any of you looked at national assessment to see how they are doing?

Dr. D'ALESSIO. No.

Mr. QUIE. I think this is going to be pretty good assessment. Before we pass this legislation, I wish some of you would look at the work they are doing. A national assessment, that is like a Gallup Poll, is to find out how kids are doing in the school. They do that on a regional basis now and they should do it on a statewide basis.

It would be a help to that group who has the largest number of non-public school children and therefore we should have the competence of people like Mr. Consedine in the legal field to take a look at that as well.

Mr. FORD (presiding). I understand some of the panel have not presented their initial statement. Perhaps it would be helpful if we go on with that part of the presentation so they can be questioned along with the others.

Mr. DE FEO. Mr. Chairman, I would like to make one additional remark on my presentation and then Mr. Paroth will talk about the St. Louis situation.

I mentioned there was a lawsuit filed with regard to the experience in Missouri and that case is still pending. I would also call to your attention that the U.S. Office of Education has filed a brief in that case and to that extent are participating in the litigation.

STATEMENT OF JEROME R. PORATH, GOVERNMENT COORDINATOR, ARCHDIOCESE OF ST. LOUIS, ST. LOUIS, MO.

Mr. PORATH. Mr. Chairman and members of the committee, my name is Jerome R. Porath, director of government programs for St. Louis Archdiocese.

I would like to restrict my comments, to title I in the city of St. Louis.

We have found over the past 5 or 6 years since initiation of title I participation of nonpublic schoolchildren in the city of St. Louis has been grossly inequitable.

I would like to show this to you by pointing out some of the figures on the amounts of money spent in comparison between public and nonpublic schoolchildren and then looking at the types of programs that are offered for both public and nonpublic schoolchildren.

First of all from the point of view of expenditure per pupil, back in 1969 the public schools expended for public school students under title I over $169. The nonpublic school students received $42 worth of services. In 1970, it was $176 for eligible public school students and $32 for nonpublic school students. In 1971, $200 for public and $53 for nonpublic students. In 1972, we had a very interesting situation. There was almost $300 appropriated or budgeted for use by public school students, $300 per pupil. We don't know exactly what the initial amount that was originally budgeted for nonpublic school students was but we do know that they budgeted $20,000 for approximately 1,800 nonpublic school students and yet they budgeted $28,000 for administrative salaries of the public school administration.

So the two administrators in the public schools were getting more than 1,800 nonpublic schoolchildren were receiving in services. We immediately put some pressure on the public school administrators and tried to rectify the situation and the budget was increased.

Along about April we received a per pupil allocation for nonpublic school students which was relatively close to that allocation for the public school students but this was purely a paper budget.

This is what happened. Out of a total of $532,000 that we budgeted for nonpublic school services, 40 percent of that money was never spent. The reason it was never spent is because the public school did not set up programs for the nonpublic school students which could use the money.

Let me cite two examples. They budgeted $172,000 for teacher inservice. Then they set up a limited inservice teacher-training service during the summer months. There was not enough hours during the summer nor enough teachers to use up $172,000. This was also complicated by the fact that announcement of the inservice programs occurred so late in the school year that many of the teachers had other commitments for the summer and were unable to partake of these programs.

So out of $172,000 budgeted for inservice, only $45,000 was ever spent. This was the maximum that we could have used.

Another area was summer school. In this case the public schools decided they would have summer classes for nonpublic school pupils. They had done this for a number of years previously and found that no more than 30 percent of the eligible students ever attended these summer classes.

However, in computing their budget figure for nonpublic school participation, they took the total number of eligible students, multiplied it by summer school rate and came up with their figure that way.

As a result they budgeted $85,000 for summer school programs. The principals of the nonpublic schools never heard about these programs. In fact, the last day of the school year I was in the office of the director of Government programs for the St. Louis public schools during the morning and I asked him could you give me a list of the times and places of the public school summer programs so I can get the word to the principals so that they can get the word to the children before they are dismissed for the summer?

He told me we don't know where they are going to be or when they are going to be. As a result we were only able to identify out of over 1800 children, 12 children who actually participated in the summer programs.

Assuming that maybe 50 children actually made it to the summer classes, there was only $2,000 spent out of this budget. So just in these two categories alone there was almost 40 percent of the nonpublic school budget never expended.

Looking at the differences in the types of programs offered in the public and non-public school students we see a greater inequity.

One program called rooms of 15 takes 1,100 children for the entire schoolday every schoolday for the entire school year and gives them remedial work in math, reading, and language arts.

The reading improvement teams, another one of their programs dealing with over 10,000 public schoolchildren, works with the children in groups of 5 to 10 for 45 minutes a day every day during the entire school year.

The other two programs are high school programs and these are full time high school programs for the title I children.

For the non-public school students there are three programs. One is loan of equipment and materials for use during the schoolday.

The second is a Saturday program which runs for 15 weeks 3 hours a week, total of 45 hours of service, and the third is loan of audiovisual equipment to the schools.

So that in comparing the two programs, there is no comparison between the public and non-public school participation.

In trying to work with the public school people we are told it is the way the situation is in Missouri. There is no way you can legally spend the money.

As a result, we ask and recommend that some kind of bypass mechanism be added to the title I law so that situations like this will no longer continue.

Thank you.

[Mr. Porath's statement follows:]

STATEMENT OF JEROME R. PORATH, GOVERNMENT COORDINATOR, ARCHDIOCESE OF ST. LOUIS, ST. LOUIS, MISSOURI

The Elementary and Secondary Education Act of 1965 was remarkable in that it provided for federally funded educational programs to benefit children enrolled in both public and nonpublic elementary and secondary schools in this country. This Act brought educators from both the public and private sector together in a cooperative educational venture directed towards the good of all school age children. As such this Act is a landmark and should offer a pattern for all future efforts in federal aid to education.

Although there have been problems with the Elementary and Secondary Education Act, it has delivered educational services to children who may have been overlooked in the regular course of instruction in their schools. Despite its failures, ESEA should be strengthened and continued. Having learned from the mistakes of the past, we are ready to move forward in service of the educational needs of the children of this country. Now is not the time to scrap this program and try to start all over again with something new. Congress should shore up the weak points in this law, appropriate the necessary funds, and give this country the support in education it so desperately needs at this time.

My remarks will be limited today to Title I of the Elementary and Secondary Education Act. This title provides special educational services to educationally deprived children who reside in economically depressed areas. I would like to draw on any experiences working with the involvement of some nonpublic school children in the activities funded by this title. In doing this, I will illustrate what has been going on in the City of St. Louis, Missouri in Title I, what could happen if the law were strengthened and continued, and how the law could be changed to give greater benefits.

Regarding the participation of nonpublic school children in Title I of ESTA, the federal regulations state that the local educational agency should provide these children with "genuine educational opportunities" which are comparable in size, quality, and scope to those provided to the children enrolled in the public schools. In St. Louis, Missouri we have not yet seen the realization of this regulation. Since the inception of Title I, the services have not been comparable for nonpublic school children in St. Louis.

One way of determining whether comparable services have been provided by the local educational agency to nonpublic school children is to examine the expenditures made for those services. Although the amount of money expended is no guarantee of the quality of service provided, it does indicate the effort of the local agency to provide those services. In examining the expenditures for the current fiscal year and the four preceeding fiscal years, we will find that the money spent on services to children enrolled in nonpublic schools has not been comparable to the amount spent on the public school children.

TABLE I.—PER PUPIL AMOUNTS BUDGETED FOR TITLE I PROGRAMS BY ST. LOUIS PUBLIC SCHOOLS

Fiscal year	Public school pupils	Nonpublic school pupils
1969	$169.59	$42.55
1970	176.24	32.31
1971	202.45	53.68
1972	298.80	[1] 162.16

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[1] After pressure from nonpublic school sector, halfway through the fiscal year, this was raised to $268.24.

Looking at these four previous years, one can easily see that the money spent on providing services to children in nonpublic schools has not been comparable to that spent on services for children enrolled in the public schools.

Table I also shows that in fiscal year 1972 the local educational agency increased its budgeted expenditure for nonpublic school services during the fiscal year. The St. Louis Public Schools requested and received from the Missouri State Department of Education an additional $222,459 in Title I funds on April 6, 1972 for the purpose of increasing service to nonpublic school children. However, this turned out to be an increase in budget, not expenditure.

After the additional Title I funds were received, the budget for services to nonpublic school children amounted to $532,189. Contained in this total are two accounts that I would like for you to inspect. Inservice salaries for teachers and aides: $172,800, and Summer school expenses for pupils: $85,160. After the inservice activities were completed, only $45,169.50 was spent out of this account. The reason for only a portion of the funds being spent is that this was all of the inservice offered that could maximally be utilized. Some teachers who were eligible for inservice training and desired to attend were turned away because the sessions were filled to capacity. Some teachers were not able to use the inservice opportunities because the announcement of these activities came so late in the year that they had other activities already planned. Out of the money budgeted for summer schools, I would estimate that only $2,250 was spent. This is an estimate because I could only find twelve students who actually attended these classes, but I would assume that I missed some and guess that fifty students took part in these activities. Very few children from the nonpublic schools attended these summer schools because there was no announcement of the time and place of the summer classes given to the principal of the nonpublic schools. Therefore, word never got to the pupils and their parents of this opportunity. The net result is this: Out of $258,210 budgeted for these two accounts, only $47,419.50 was spent; this left $210,790.50 unexpended. When you compare this amount to the total budgeted (532,189), you will find that approximately 40% of the money set aside for nonpublic school services was not spent.

For the current fiscal year the amount budgeted per pupil in the nonpublic schools is comparable to the amount budgeted per pupil in the public schools. But we are facing the situation similar to the one of last year. In the account set aside for paying for inservice for teachers and salaries for teaching in after-school programs there is $105,510. For projects currently going on or scheduled to start this spring probably only sixty to seventy thousand of this will be spent. While we will have more money spent this year in Title I programs than ever before, the programs will not be as extensive as the funds available.

If we were to forget the financial side of the picture and examine the type of services offered to nonpublic school children as compared to those offered the public school children, we would see an even greater inequity.

TABLE II.—TITLE I ACTIVITIES FOR FISCAL YEAR 1971

Activity title	Type of service
Public school pupils:	
Rooms of 15	Children receive remedial instruction in classes of 15 pupils or less in reading, math, and language arts. This is all day, every day, for the school year.
Reading improvement teams	Children work with reading specialists for 45 mintues each day to improve their reading skills.
Lincoln high school	A full time high school program for high school pupils dismissed from regular school because of behavioral or attendance problems.
Work-study High School	A full time high school program with academic and work experiences for students who would leave high school if they were in only an academic program.
Nonpublic school pupils:	
Supplementary reading and math program	Educational equipment and materials loaned for use with pupils.
Saturday remedial program	A 2 to 3 hours tutorial program in math and reading once a week for 15 to 16 weeks.
Audio visual services	The loan of films and filmstrips for use with the title I pupils.

As can be seen for Table II the public school children receive special classes on a daily basis to help them overcome their educational problems. The children in the nonpublic schools who have the same educational problems receive some equipment to use or participate in a once a week session for part of the school year. This is clearly not a genuine educational opportunity which is comparable to that offered the public school pupils.

There is one other kind of activity which is funded by Title I. This is the provision of inservice training for both the public and nonpublic school teachers. This is conducted on a fairly equitable basis with only one difficulty. Many of the inservice sessions are conducted during the school day. The public school teachers are released from their regular classrooms because Title I pays for a substitute. The nonpublic school teachers can go, but there is no payment for their substitutes.

The Title I programs offered to public school pupils are really succeeding in overcoming the educational problems of the participants. The average gain in reading is one to two months higher for children in the "Rooms of 15" program than for children not in the program. Similar gains are generated in the "Reading Improvement Team" program. These gains are bridging the reading deficiency gap of these public school pupils. Title I is working for these pupils. If such programs were extended to the pupils in nonpublic schools, they could be experiencing the benefits of Title I also.

Why does this situation exist in St. Louis? The answer given by the public school officials is: "This is all we are allowed by state law." The interpretation of the Missouri attendance laws by the State Board of Education and the St. Louis Board of Education prohibit the provision of services in the public schools for nonpublic school children during the school day, and prohibit services to nonpublic school children in their own schools during the school day. The result is the provision of limited after-school programs and materials and equipment.

As yet the United States Office of Education has been unable to help in the correction of this situation. Even if they did take action, the school laws in Missouri would not change. There is a solution to this problem. Congress could amend Title I of the ESEA by adding to this title a "by-pass" provision such as that written into section 306 of Title III of ESEA. Such a provision would allow the federal funds to "by-pass" the State of Missouri and its restrictions so that services could go to nonpublic school children on an equitable basis. The "by-pass" provision of Title III has recently been invoked for two projects in the state of Missouri because of the restrictions cited here in regard to Title I. If Congress were to insert such a provision in Title I, this action would go a long way in insuring the equitable treatment of all school age children that Congress intended when it first passed the Elementary and Secondary Education Act in 1965.

STATEMENT OF REV. CHARLES PATRICK LAFERTY, O.S.A., PRESIDENT, AUGUSTINIAN EDUCATIONAL ASSOCIATION, VILLANOVA, PA.

Father LAFERTY. Mr. Chairman and members of the committee, I am Reverend Charles Laferty, Villanova University.

I was a director of a research project sponsored by the President's National Advisory Council on Supplementary Centers and Services on the involvement of non-public schoolchildren in title III Projects of ESEA.

Chairman PERKINS. Without objection the statement of Reverend Laferty will be entered in the record at this point and you can supplement any way that you wish.

[The statement referred to follows:]

STATEMENT OF REV. CHARLES PATRICK LAFERTY, O.S.A., PRESIDENT, AUGUSTINIAN EDUCATIONAL ASSOCIATION, VILLANOVA UNIVERSITY, VILLANOVA, PENNSYLVANIA

Nonpublic school children comprise 10% of the elementary and secondary school population of the United States. In a recent survey* on the equity of nonpublic school children participating in ESEA Title III projects, one project in four, involving some 841,791 nonpublic school children, shows a significant lack of participation of these children.

Reasons for this lack of participation include restrictive characteristics of state and local legislation, project design, communications and interest problems, and operational difficulties. In my judgment, most of the problems, while not inherent in the law, can be resolved by amending and clarifying the existing law and its intent.

Proportionate participation of nonpublic school children was least in three types of projects: Technology, Curriculum, and Personnel and Instruction. Reasons are: unavailability of technical equipment on nonpublic school property; inability of nonpublic school children to share in Title III projects at public school locations during regular school hours; lack of source of compensation for nonpublic school staff for personnel training in terms of released-time compensation.

Restrictive state constitutions or local legislation can present a difficult situation in transmitting federal funds. While a bypass mechanism for Title III exists, factors of time lapse and application detail required have diminished its widespread use by nonpublic school officials.

More suited to legal revision are parts of the law dealing with operational equity.

The Elementary and Secondary Education Act, which gives federal money to the states and, through, the state the local education agency for Title III projects, requires that money be used for all school children who fit the project and are in the local education agency area to be served by the project. As a result, the local education agency becomes a steward for all children, although it is not organized to be a steward for *all* children—just an administrative unit for public school children. Some specific revisions in Title III would further the purpose of the legislation follow. First, the law should include a much clearer chart of how nonpublic schools may initiate projects. Second, there should be a much clearer spelling-out of the development of state plans, including more involvement of the *entire* nonpublic sector in determining needs. Third, in criteria for approval of projects, there should be true proportionate representation of nonpublic school children—too many projects simply list the number of nonpublic school students in the district and then put down the right percentage as served by the project. Fourth, the law should be much more liberal in the use of equipment—like Title II, where books are "loaned," but when worn out are returned to a central depository. Fifth, it should be recognized that reimbursement of staff for training for Title III projects is much more difficult for nonpublic than for public schools, and the lack can severely limit nonpublic school participation in Title III.

Another area an amended Act can help is communications. While many project directors are not familiar with the requirements or mechanism of notifying nonpublic schools about projects, a high percentage recognize that this was not done and a larger group received or knew of no acknowledgement or nonpublic school interest before submitting the proposal to the state level. Yet state records show such notification as routinely given at the local education agency level. The boundary problems between school territories, school districts, local education agencies and dioceses and private schools compound the notification problem; who to notify *is* a problem? Local education agencies and state level communication should include all schools as recipients, not just school systems.

Recommendation 1.—Project proposals should indicate in clearer detail the planning and operational involvement of the nonpublic school sector.

Recommendation 2.—Pilot study type projects should include, in their proposal, details of applicability to all schools in the local education agency involved.

Recommendation 3.—The law should be amended to permit the storage use of certain project equipment on nonpublic school property, in a manner analogous to Title II.

Recommendation 4.—The law should be amended to permit compensation for staff released time for nonpublic school personnel on the same basis as public school personnel. This would give a more positive thrust that the funds promote "innovations in a local context."

Recommendation 5.—Certain sections of the law should be rewritten to provide greater equity of participation by nonpublic school children. Specifically:

Section 305(a)(2)(A)—The State Advisory Council should have representation proportionate to the public school/nonpublic school student population as its first norm of composition.

The law should require that the wording of State manuals should reflect the exact wording of the law and the Office of Education Administrative Manual in providing for nonpublic school children.

Recommendation 6.—Direct mailing of appropriate literature and communications about Title III should be made to all schools, by the State Advisory Council for statewide notices, by the local education agency for all schools in their district. Neither assumptions of awareness nor lack of interest on the part of nonpublic schools should be presumed.

Recommendation 7.—State Title III manuals should specify to a greater degree than now exists the legal and communication requirements of local education agencies for project approval.

Recommendation 8.—Certain sections of the law should be rewritten to provide greater effectiveness of participation by nonpublic school children. Specifically:

Section 304(a)—To state that nonpublic school personnel should be included *as such* from the time of needs determination onward.

Section 304(b)(1)(B)—To stress that nonpublic school children should be provided for in terms of needs and, hence, in project designs.

* *An Assessment of the Involvement of Nonpublic School Children in Title III Projects of the Elementary and Secondary Education Act*, by Rev. Charles Patrick Laferty, O.S.A., a Research Project sponsored by the President's National Advisory Council on Supplementary Centers and Services. The survey, completed in the past 18 months, was based on a stratified sample of Title III projects on-going in FY 1970.

Father LAFERTY. Today both educators and citizens are concerned about educational opportunities of all children. The problem of equal educational opportunity has become a real issue for many people. Private schools can afford possible solution of some of today's educational problems if the persons supporting and working in these schools have equal access to resources such as government funds.

Title III is a major source of funds with which schools may engage in creative innovative change. Non-public schools may apply for title III funds only through their local public education agencies.

This procedure is rarely followed and participation by non-public schoolchildren in title III is largely a matter of their being included in one degree or another in the activity of a public school title III project.

Many public school title III project directors are conscientious and well-motivated about including non-public school participants both students and teachers in their programs.

Many others are not so conscientious. I have submitted to this committee a statement indicating the chief areas of title II design and operations. I believe we need legislative action to increase non-public school participation.

The basis of my statement to the committee is two-fold.

First, ESEA title III is a law for all schoolchildren and channels funds from Federal Government through the States to the local education agencies and imposes on these agencies an obligation to act as stewards for all schoolchildren as far as title III is concerned.

A second basis we emphasize is a comment of Dr. D'Alessio: That in ESEA title III, it is clearly the intent of Congress that non-public schoolchildren participate effectively in the programs.

Without amending title III legislation, I do not believe the State and local levels are equitably joined with the Federal level in carrying out the mind of the Congress. The non-public school sector, parents, children, and educators have little to gain for their effort through title III unless major changes are made in the law.

Research data and opinions and attitudes of the non-public school sector shows this. The two-problems area in title III are in the planning and design of the projects which to a great measure excludes non-public school participation. The determination of needs of all schoolchildren which is still thwarted despite the activities of State advisory councils.

Communications among educational personnel and true participation: My statement submitted offers specific recommendations in each of these areas.

I think with legislative amendment, it is certainly possible for legislators and communities to get a balanced insight into change efforts in education.

Title III can provide a means for rapid dissemination of successful education and it can be a unifying force for all members of society.

Title III should be a title for all children a way to transcend the economic ratio and sectarian lines and sharing in it has been in many instances and should be in all a matter of pride for some of these citizens and local communities.

Thank you, Mr. Chairman.

Mr. MAZZOLI. Mr. Chairman, if I might, can I ask a couple of questions of the panel?

Mr. FORD. How many members of the panel have not yet had an opportunity to speak?

Mr. MAZZOLI. I have a couple of questions. I was interested in what Father was saying a moment ago.

Is the inequity in the share of the non-public schoolchildren receiving funds a matter of intention of the local district or is it the fact they believe they are restricted by constitutional limitations, State-church problems, and what have you?

Father LAFERTY. In a few States there are restrictions of their own State constitution. These are in very few States. I found that the main restrictions are poor communications which are not spelled out adequately in the law and almost complete lack of planning on the State level to determine what are the needs of children, of all school children not simply public school children.

So it is the needs determination.

Mr. MAZZOLI. The essence of your statement, Father, is that even though things may perhaps improve as they have in Missouri, there is an indication that if Congress were to put in bypasses or mandates or guidelines to the local agencies, this would be a preferable way to insure an equitable distribution of money?

Mr. LAFERTY. This would be true in title I. More would be needed for title III.

Mr. MAZZOLI. I wonder if there have been any studies made in Congress with regard to the importance of long-range help of the parochial school system across the country. Dr. D'Alessio, regarding improvement of title I as you are suggesting today?

Dr. D'ALESSIO. Congressman, first of all the thrust of ESEA is the participation of children in given programs based upon identifiable needs for specific purposes.

I don't think that anyone present around this table would dispute the educational purpose, the educational intent, the educational objectives of ESEA.

I also think that the nonpublic sector and Catholic school sector in particular has a great deal to give in the areas specified by the various titles of the ESEA.

I think that the fact that in our title I statement today we said that the intent of the law is kind of melded with our own commitment to social justice in the urban and innercity areas through equal educational opportunity for all children, which is a long answer to a short question

Mr. MAZZOLI. It is quite a profound question really.

Dr. D'ALESSIO. I would say, one, in summary, I think the intention and the purposes of ESEA and our purposes are very similar especially when it comes to the education of disadvantaged children.

In title III, I think our educators have been concerned about the fact that educationally we do have something to offer and we would like to offer. I am talking here about educational innovation. I think the concept of title III is an extremely important and viable concept because I do think that school systems and children attending these schools and teachers teaching in them need the thrust that is given their programs by title III.

Mr. MAZZOLI. I am impressed by the statistics you mentioned in your statement, that some two out of five students in the 10 large American cities happen to be in nonpublic schools I assume that 80 percent of them you would consider to be downtown, potentially disadvantaged children.

Accordingly, the mission, as I understand it from those figures, of the existing parochial system is one of delivery of education to those who deeply need an education.

If I further understand it, if we continue with what might be considered in legislative shorthand an inequitable distribution of title I and other money, then this might thwart the completion of this mission, which is to deliver the best possible eduation to those who need it more than some of their other colleagues. I wonder if you would have any assistance for me on this one problem. We heard, when the chairman presided over recent hearings, talk about the critical mass, which is the amount of dollars educators feel would have an impact on the child who needs compensatory education.

Less than the so-called critical mass means you have diluted the money, that you are not helping anybody. You have very little real help for the kids.

If the critical mass is really what is needed, do you feel that given an equitable distribution under present funding situations that we really accomplish much?

Dr. D'ALESSIO. I would say, Mr. Congressman, that any amount or any services or any goods that are delivered to title I type schools are extremely important, extremely significant.

As regards the critical mass concept, I am not familiar with it enough to say that at x amount of dollars we are not effecting favorable educational change. I think it is almost analogous to saying we could teach 26 children but not 27. It is kind of a nebulous or a grey area. But I do think that any moneys, any goods, any services that can be delivered to urban and innercity children, in both sector, are needed vitally.

Mr. MAZZOLI. I appreciate that, Doctor, and I thank the chairman for his willingness to slip me in at this point. My sister-in-law, a lay woman, happens to be principal of a parachial elementary school at home. My wife taught in a parochial secondary school.

Around our house, the health and well-being and the vitality of the parochial system is important personally. As a Member of Congress and as a legislator affecting 210 million people, I hope I consider it in that fashion as important too from the standpoint of delivering these services.

We will be confronted with very difficult decisions to make this year with respect to elementary and secondary education as a concept and with respect to its various functions.

I would think from the little bit I have been with you this morning that you have made an important point—that this committee should look into improvements of the delivery of these goods.

The gentleman who is chairing was one of the original workers when the bill was passed. The indications are that it was the intention of the Congress to benefit all disadvantaged children.

I would hope we could make efforts in that direction.

I thank you, Mr. Chairman.

Mr. FORD. Mr. Duffy?

Mr. DUFFY. Congressman Mazzoli, I would like to respond to your critical mass question.

From my experience in New York State, the allocation in New York State would be, say, $125 million filtering down to New York City.

We have found over the past number of years that the State determines per pupil expenditure per title I child. Two years ago the per pupil expenditure was $200. The following year the per pupil expenditure was $300. This year the per pupil expenditure is $400.

Yet, we find that over the 3 years, the allocation coming to New York City remained the same. So the critical mass was increased but the level of funding or the appropriations never increased.

Consequently we found that those children able to participate in those programs were less and less each year.

This, I guess, is a frustrating problem to educators knowing that there are a tremendous number of children needing these services and yet we have to cut back on these programs each year because the critical mass is increased but the appropriations are never increased.

Mr. MAZZOLI. I would only add a rejoinder at this point. As a personal example, my sister-in-law's school is in an area which could not be considered an impacted area or an innercity area, but she is at the house enough to tell us the number of children in her school who could benefit by some enhancement of the educational system.

She says that title II money, the part that deals with libraries and books and equipment, seems to be in pretty good shape and they seem to get what they need of that. There is however, no way they can get title I, title III or some other money of that nature.

It really breaks my heart because the philosophy is to try to help those who have the need, and we have an imperfect way of locating and identifying those children. If we could not only enhance the money which is always critical and essential, but also improve the way of identifying the kids, because as the chairman knows, in his own hometown the people live side-by-side and they have virtually the same needs but because of graphic lines that are drawn, the ballgame is over.

I thank you.

STATEMENT OF WILLIAM COX, RESEARCH ASSISTANT, MISSOURI CATHOLIC CONFERENCE

Mr. Cox. Mr. Chairman. I am William Cox, assistant director of the Missouri Catholic Conference. I am going to try to be as brief as possible. My testimony will relate to the title III by-pass situation in Missouri.

As was already related to you, we have had substantial problems in Missouri since the inception of ESEA in 1965, in terms of getting nonpublic school children participating adequately in ESEA.

Last March we decided to go ahead after a thorough investigation of the title III program at Lincoln University to request that the U.S. Commissioner of Education invoke the bypass and permit eligible nonpublic school children to participate in this program.

Our request for the implementation of the bypass included a statement by the project director that it did not effectively handle private school children because of the restrictions imposed upon the project by the State Department of Education and it also included a statement from the State director of title III indicating that there was no choice but that these children had to be served in terms of the restrictions set by the State board of education and that he realized that if it were not for these restrictions these children would be able to participate more adequately.

Our own investigation revealed things like this particular program was a reading diagnostic program. It took approximately 8 hours to diagnose each student.

Since the program for all practical purposes was only open to private school children for approximately 1 hour a day, it took some of the children 8 hours or an hour each day to get properly diagnosed.

It took public school children approximately a day and a half. The real problem with that was that many of these children were rural children. Some lived a round trip distance 60 miles away from the project and it took parents driving them in a total 480 miles to get the child properly diagnosed and a prescription given for a solution to his problem.

We made the request for the bypass. It seemed clear to us that because of the historical problems in Missouri because of the evidence we provided, because of the evidence in terms of the project director and state director of title III that it should be almost self-evident that the bypass should be invoked here.

We heard just about nothing for 6 months other than what appeared to us to be bureaucratic delays.

Finally, in August we came to Washington, frustrated and at considerable expense and met with U.S. Office of Education officials. They told us that they requested the State Department of Education in Missouri to investigate the problem and that Missouri had returned a report but it was inadequate and they sent it back asking for further information.

We told them we felt it was totally inadequate to the problem that they should send a team out to Missouri if they needed deeper and better evidence.

We left Washington. They said they were going to do whatever they could.

Approximately in October, since nothing had been done at this point, to satisfy us, we felt that it was important that the President understand what was going on, namely, in light of this statement that private school children should be receiving better services, that private school children should be getting aid in certain instances.

We also felt it important for him to understand because we were keeping the Catholic people of Missouri aware of the situation through the diocese and the press and it was becoming clear to them if they could not get services through a project already in law, designed to help their children, that any talk about future programs seemed to be very doubtful.

As the time approached November 7, it became clear to us that there was a considerable amount of flurry at USOE, either they started to become more concerned about the problem and by October 31 we got a call from the deputy commissioner of school systems indicating reluctantly to us that they were finding that the Missouri situation was inequitable with regard to the participation in public school children.

He indicated they were sending a telegram to the Missouri commissioner giving him 15 days to respond otherwise the bypass would be invoked.

To make a long story short, last month the bypass was invoked on two projects in Missouri. Our concern is not that bypass was invoked. Our concern is that it took us an entire year within an election on November 7 to get the bypass invoked.

There were 20 other programs in Missouri where private school children are not getting adequate services through title III. We would hope that the committee would, through proper legislation, probably try to increase the effectiveness of the bypass.

Thank you.

Mr. FORD. I was going to ask Father Lafferty and if anyone else can respond, please do so.

You recall the history of title III. Many of us originally thought that was going to be one of the most important titles of the Elementary and Secondary Act. Even though it was not bigger in terms of dollars, it was a lot bigger then than it was now.

We anticipated this was going to be the place where we could get advantage in terms of translating educational theory into practice and in demonstration projects that would affect education in this country in a positive way.

Do you have any information that you could make available to the committee on the participation of nonpublic school students in the programs prior to the adoption of the amendment that transferred title III to the States?

There is a bloc grant as distinguished from what has been happening since. This is important in terms of what we might do with respect to modifying that election and in terms of other issues that will be raised this year in regard to revenue sharing in particular.

Father Laferty, your statement indicates that your survey was made in 1971 and 1972. Was it only as to the participation at that time or did it go back in time to what participation had been in the past?

Father LAFERTY. Congressman, the survey made at that time dealt with fiscal year 1970 which was the last year for which the Federal organization of title III activities. So that was the last year the Office of Education could supply project directors reports and applications from the State advisory councils.

Mr. FORD. On the basis of research you have done, would we be able to find some place where we could get enough data to make such a comparison, a comparison between the participation when it was a directive program with grants being made directly from here, with the time when the granting authority was shifted to State agencies?

Father LAFERTY. The research that I submitted in my testimony would deal with fiscal 1970 which would be before the transfer. To my knowledge the Office of Education even yet does not have sufficient data to supply citizens or the Congress with an adequate analysis of how it is done since then.

Mr. FORD. Does that suggest that since title III was shifted to State control that the Office of Education has not really set up a mechanism to keep track of what has happened to it?

Father LAFERTY. In my opinion, yes.

Dr. D'ALESSIO. Mr. Chairman, we could make every effort to secure the type of information that you have requested.

Mr. FORD. You know contemporaneous with that change there was considerable change in the attitude, including my own and a lot of members with respect to continued fighting for funding for that program because we really believed that it changed the entire character of what we had set up originally and placed it in a forum with strings that we never intended that title III would have to withstand.

I have had an opportunity to watch Michigan very closely and I think that we have been pleased with enlightened education in my State, but I don't think title II has been doing very much since it became a State program because there are just too many powerful local political demands on that money and it becomes subject to an awful lot of pressure when it is in the State capitol.

So we really have no new program and one by one we have phased out everything that was going on in 1969; 1970 really saw us getting started with title III. So that there has not been a national constituency for title III for several years.

I have been in the middle of full funding battles here and title III is way down the list of parts of the Federal education package or array of programs in terms of effort being generated in Congress for its support because it has been fragmented out the way it has been.

It is my own observation that in spite of all of the observations about the wisdom of moving control out to the States with regard to Federal funds, that one inevitable result of that is to destroy the national constituency for a program and as Congress responds more readily to questions that have a national scope than questions that vary from State to State.

Dr. D'Alessio. Mr. Chairman, if you recall, we did oppose that amendment and we feel that our fears have been realized.

Mr. Ford. Well that was the beginning of the discussions of bloc grants and it was a bone thrown to bloc grant advocates to see how it would work.

I used it as an example of why we should not do it again because it does not seem to have worked and the committee has lost track of title III. We don't talk about it very much any more.

We continue to spend a great deal of time, which we should, on a number of the other titles of the act primarily because from throughout the country there is a common interest and school people have lost interest in title III.

I think part of that is because we haven't, maybe one problem feeds on the other. They have lost interest because there is no money to fund their applications and we have lost interest because they have not pressed for the money.

Are there any other members of the panel from whom we have not yet heard?

STATEMENT OF FRANCIS N. SCHOLTZ, COORDINATOR OF EDUCATION, DIOCESE OF SIOUX FALLS, S. DAK.

Mr. Scholtz. Mr. Chairman, I am Francis Scholtz, Coordinator of Education for Diocese of Sioux Falls, S. Dak.

I represent the 85 nonpublic schools of South Dakota as a member of the State Title II Advisory Council.

The nonpublic schools educate about 6 percent of the children in South Dakota. I am grateful for this opportunity to testify before the committee on behalf of title III of Elementary and Secondary Act.

I might say at this time because of the previous discussion that South Dakota is unique as a State because it does not have all of the power blocs that you were talking about like in the State of Michigan because in the entire State the population is less than 700,000 people.

So for South Dakota, this is a very significant piece of legislation. It has, I think, done a great deal for education in South Dakota.

I would go on by saying that the potential impact of title III is still to be realized. Thousands of South Dakota children stand to benefit in districts that would be adopting proven title III projects that have been validated as innovative, cost effective, educationally productive, and exportable.

As a member of the State Title III Advisory Council in policymaking, evaluating proposals to be funded, and evaluating the project on sight has resulted in promoting financial and educational accountability.

From the perspective of a nonpublic school representative on the South Dakota Title III State Advisory Council I would make these additional comments.

The participation of nonpublic school children in South Dakota has greatly improved over the last 3 years as a result of my being on the council. Nonpublic school representation in the council also resulted in a greater acceptance of the nonpublic schools as partners in attempting to improve education for all South Dakota children.

A more positive relationship has developed between the State Department of Public Instruction and the nonpublic school sector.

There is a gradual awareness and sensitivity to the needs and rights of nonpublic school children and particularly to the public school district funded for title III projects as a result of council membership.

I would recommend the continuation of title III in order to further promote innovation, constructive educational change, and accountability.

Precise language in the law regarding participation in nonpublic school children will result in better relations between public and nonpublic school administrators at the local level.

Provision in the law which encourages initiation of title III projects from the nonpublic schools. And a clear indication in the law which would mandate that a nonpublic school representative be a bonafide member of the title III State Advisory Council.

Thank you, Mr. Chairman.

Mr. FORD. Is there anyone else who has not been heard?

STATEMENT OF JOSEPH P. McELLIGOTT, DIRECTOR, DIVISION OF EDUCATION, CALIFORNIA CATHOLIC CONFERENCE

Mr. McELLIGOTT. I am Joe McElligott, Director of the Division of Education for California Catholic Conference.

I would like to address my remarks to ESEA Title VII—the Bilingual Education Act.

I am also a member of the State of California Equal Educational Opportunities Commission which has an opportunity to review in some respect the proposals and projects which are in operation in California.

I think I could summarize the participation of nonpublic school students in ESEA Title VII as tokenism at its best.

We have a real need for bilingual education in California in public schools as 16 percent of the students enrolled are of Spanish surname families.

In the 770 Catholic schools in California, 21 percent of our students are from Spanish surname families.

It is to needs of these students that I would like to address my remarks.

Currently in operation in California there are some 60 title VII bilingual education programs with an annual budget of Federal funds of about $10 million.

These programs service about 20,000 California youngsters. But an investigation of these California projects indicates that there may be some failure, maybe at the local educational agency and certainly at U.S. Office of Education, to make provision for participation of eligible nonpublic schoolchildren in ESEA Title VII programs.

I would like to point out this is not a State problem. It happens to lie at the U.S. Office of Education where we have experienced a degree of indifferences toward the plight of the nonpublic school bilingual student who seems to be excluded from programs.

Take a look at these programs and you will find that in only 1 out of every 10 California projects, is there any provision for any kind of bilingual services to eligible nonpublic school students.

Again when we look at the student population where 10 percent of California Spanish surname students throughout the State are enrolled in Catholic elementary and secondary schools, only 2 percent of title VII project participants are nonpublic school students.

Then when you look at this 2 percent, 2 percent of the State's title VII project participants are nonpublic school students but only 1 percent of the State ESEA title VII Federal funds are expended on services for these students.

It is our opinion that the problem here is an administrative one and centers around three issues, the local needs assessment activities which overlook the needs of potential project participants who attend nonpublic schools, local project planning activities which fail to involve persons knowledgeable about nonpublic school students and their needs, and most importantly, the Federal grant approval processes which inadequately monitors the assurances of local educational agencies regarding the provisions for participation of nonpublic school students.

In order to remedy the problem, we suggest some changes.

We suggest that as in other titles of ESEA, local educational agencies be advised to involve people knowledgeable about the needs of children attending nonprofit private schools before they start implementing title VII programs.

We suggest that the U.S. Office of Education more adequately investigate the nonpublic school student assurances given by local educational agencies before they give the Federal grant.

In an effort to balance the inequities of the past 4 years, we suggest that the U.S. Commissioner of Education give priority consideration to those ESEA Title VII projects which do provide for effective participation of children from nonprofit private schools on an equitable basis.

Finally, we respectfully ask that language be inserted in the law to raise the quality of service to eligible nonpublic school students above its present state of tokenism.

We suggest that local educational agencies be required to make provision for the effective participation of nonpublic school students on an equitable basis consistent with their numbers and with their educational needs.

On behalf of the parents of the students involved in our schools in California, we thank you for this opportunity to make these remarks.

[Statement of Mr. McElligott follows:]

STATEMENT OF JOSEPH P. MCELLIGOTT, DIRECTOR, DIVISION OF EDUCATION, CALIFORNIA CATHOLIC CONFERENCE

I am Joseph P. McElligott, Director of the Division of Education of the California Catholic Conference. Our office is responsible for the coordination of various educational programs for students in the nine Catholic school systems of California (i.e. the 770 elementary and secondary schools operated by the Archdioceses of Los Angeles and San Francisco and the Dioceses of Fresno, Monterey, Oakland, Sacramento, San Diego, Santa Rose, and Stockton). One of our areas of responsibility is that of assisting local school personnel in obtaining needed educational services for eligible students under programs authorized by Congress and administered by local public school districts.

My past professional experience includes five years as director of federal programs for public schools in East San Jose, a district with one of California's highest concentrations of low income Spanish surnamed families. I am a past president of the Association of California Administrators of Compensatory Education, an organization composed of federal program administrators from California public school districts. I am also a member of the Equal Educational Opportunities Commission of the State of California.

The Bilingual Education Act (Title VII, ESEA) has been a laudatory effort on the part of Congress to meet the special educational needs of children who have limited English speaking ability, who come from environments where the dominant language is one other than English, and who come from low income families. The need for bilingual education services is particularly acute in California where 16% of the public school student population and 21% of the Catholic school student population are Spanish surnamed youngsters.

It is to the unmet needs of eligible nonpublic school students that I respectfully call your attention.

Currently in operation in California are some 60 Title VII Bilingual Education projects whose combined annual budgets amount to 10 million dollars. These projects, administered by local educational agencies, provide billingual services to some 20,000 California youngsters.

Our investigation of these California projects indicates that there may be some failure on the part of local educational agencies and/or the U.S. Office of Education to make provisions for the participation of eligible children attending nonprofit private schools in ESEA Title VII programs. I use the words "may be" because we have experienced some difficulty in obtaining specific information regarding nonpublic school student participation from the U.S. Office of Education and local educational agencies.

From the information we have received, however, the picture looks like this:

(a) Only one out of every ten California projects provide bilingual services to nonpublic school students.

(b) While 10% of California's Spanish surnamed students are enrolled in Catholic elementary and secondary schools, only 2% of Title VII project participants are nonpublic school students.

(c) While 2% of the State's Title VII project participants are nonpublic school students, only 1% of the State's ESEA Title VII federal funds are expended on services for these students.

From these figures, and after consultation with many of our local school administrators, we have concluded and wish to point out to the Chairman and members of the General Subcommittee on Education, that a serious problem appears to exist in the matter of extending bilingual education services to eligible nonpublic school students.

It is our opinion that the problem is an administrative one and centers around three issues:

1. *local needs assessment activities* which overlook the needs of potential project participants in attendance at nonpublic schools
2. *local project planning activities* which fail to involve persons knowledgeable about nonpublic school students
3. *federal grant approval processes* which inadequately monitor the assurances of local educational agencies regarding the provisions for participation of nonpublic school students.

In order to remedy the problem, we respectfully suggest that the Subcommittee consider some minor changes in the Bilingual Education Act—changes which we believe will help direct the federal benefits to some students who are in need and have been overlooked or "short-changed" in the past four years.

1. We suggest that, as in other Titles of the Elementary and Secondary Education Act, local educational agencies be advised to involve people knowledgeable about the needs of children attending nonprofit private schools in ESEA Title VII needs assessment and program planning activities. We suggest that this involvement be incorporated into assurances given by the local educational agency.

2. We suggest that the U.S. Office of Education more adequately investigate the nonpublic school student assurances given by local educational agencies prior to the issuance of federal grants.

In an effort to balance the inequities of the past four years, we suggest that the U.S. Commissioner of Education give priority consideration to those ESEA Title VII projects which do provide for participation of children from nonprofit private schools on an equitable basis.

3. Above all, we respectfully ask that language be inserted in the law to raise the quality of service to eligible nonpublic school students above its present state of tokenism. We suggest that local educational agencies be required to make provision for the effective participation of nonpublic school students *on an equitable basis* consistent with their numbers and with their educational needs.

On behalf of California's Catholic school students and their parents, I wish to express thanks to the Subcommittee for your concern for nonpublic school students in programs of the Elementary and Secondary Education Act and for the opportunity to appear before you this morning with comments on federal educational programs in the State of California.

Mr. FORD. Father Riley.

STATEMENT OF REV. THOMAS J. RILEY, ASSISTANT SUPERINTENDENT FOR PLANNING AND EVALUATION, ARCHDIOCESE OF SAN FRANCISCO

Fr. RILEY. I am Thomas Riley, assistant superintendent of schools in charge of planning for the Archdiocese of San Francisco.

Our Department of Education is responsible for 134 Catholic elementary and secondary schools in the four bay area counties of Marin, San Francisco, San Mateo and Santa Clara.

Among my duties, I have the responsibility of dealing with 43 school districts where there is common needs existing between public and nonpublic school students.

Although good relationships have existed between the public school officials and nonpublic school officials in these districts, only with the enactment of Congress of ESEA, with its provisions for participation of nonpublic school students in federally funded educational services, has the relationship between public and nonpublic school officials become more formal in nature.

When we look at the involvement of the Catholic schools and nonpublic schools in our four counties with regard to title VII of the ESEA law, we find that our participation is nonexistent at this particular time.

At the same time we have a need in four counties of San Francisco for bilingual programs.

In the city of San Francisco alone, the Catholic schools serve a population of 17,000 elementary school students. Forty-four percent of these students come from minority groups and 75 percent of these students in [illegible] school system in San Francisco are Oriental, Philippine, or Spanish surname.

Each year since 1966, the percentage of minority group students has gone up in San Francisco. We do not blame the lack of participation in ESEA Title VII. We do not blame it on the bad will in local educational agencies.

But we do suggest that there may be an oversight in the law itself and in the process by which the U.S. Office of Education reviews proposals and awards grants with regard to title VII.

We are hopeful that the congressional subcommittee will incorporate into the Bilingual Education Act some of the language that has resulted in effective nonpublic school participation in other Federal programs that we are involved in.

A provision which charges local educational agencies to seek out knowledgeable nonpublic school personnel for cooperative program planning would be very helpful indeed.

Also a charge to the U.S. Office of Education which would require a review of nonpublic school participation assurances would also be very helpful.

Your attention to this problem—the relative failure of bilingual education to reach needy nonpublic school students—is appreciated.

[Statement of Father Riley follows:]

STATEMENT OF THOMAS J. RILEY, ASSISTANT SUPERINTENDENT, PLANNING AND EVALUATION, DEPARTMENT OF EDUCATION, ARCHDIOCESE OF SAN FRANCISCO

I am Father Thomas Riley, Assistant Superintendent of Schools for the Archdiocese of San Francisco. Our Department of Education is responsible for 134 Catholic elementary and secondary schools in the four Bay Area counties of Marin, San Francisco, San Mateo, and Santa Clara.

Among my duties is the responsibility of working with 43 local educational agencies in these four counties in cooperative program planning where there are common needs of both public and nonpublic school students.

Although good relationships have existed between the Archdiocesan Department of Education and the 43 local educational agencies for many years, the relationships have been informal. Only with Congress' enactment of the Elementary and Secondary Act—with its provisions for the participation of non public school students in federally funded education services—has the relationship between the public and nonpublic school sector become more formal and professional.

In the City of San Francisco, a 1972 grant from the Ford Foundation brought about the Joint Planning Council of San Francisco, a group representing public and nonpublic education. The purpose of the Ford grant was to determine whether such a mechanism for discussing mutual problems and developing common solutions would result in more effective instructional programs for both public and nonpublic school students. The current efforts in San Francisco for implementation of the Emergency School Aid Act for both public and nonpublic school students are a direct result of local educational agency planning which involves the nonpublic school sector and its representatives.

When we look at the involvement of nonpublic school students in our four counties in ESEA Title VII programs, we see a bleak picture which is probably the result of inadequate program planning. In our area there are four bilingual projects currently in operation (San Francisco Unified School District; Alum Rock Union Elementary School District, San Jose; Jefferson Elementary School District, Daly City; and Gilroy Unified School District). Participation of Catholic school students is non-existent in these programs.

At the same time a genuine need exists among Catholic school children for bilingual services. In the City of San Francisco alone, where our schools serve 17,000 elementary school students, 44% of the students are of minority group background. Of these minority group students, 75% are Oriental, Filipino, or Spanish-surnamed. (5,621 students). Each year since 1966, the minority group population of our schools has increased.

Our students have a need in bilingual education—but the federal benefits of ESEA Title VII are not reaching them.

We do not blame this on bad will in the local educational agencies but suggest that there may be an oversight in the law itself and in the process whereby the U.S. Office of Education reviews proposals and awards grants.

We are hopeful that the Congressional Subcommittee will incorporate into the Bilingual Education Act some of the language that has resulted in effective nonpublic school student participation in other federal programs. A provision which charges local educational agencies to seek out knowledgable nonpublic school personnel for cooperative program planning would be helpful. A charge to the U.S. Office of Education which would require review of nonpublic school participation assurances would be helpful.

Your attention to this problem—the relative failure of the Bilingual Education Act to reach needy nonpublic students—is appreciated. We in San Francisco look forward to the day when these youngsters will receive bilingual education services in a more equitable manner.

	American Indian				Negro				Oreintal				Spanish surname				Other whites				Other Nonwhites			
	C	NC	Total	per-cent	C	NC	Total	per-cent	C	NC	Total	per-cent	C	NC	Total	per-cent	C	NC	Total	per-cent	C	NC	Total	per-cent
San Francisco:																								
Elementary	36	4	40	0.24	1,072	469	1,541	9.4	766	666	1,432	8.7	3,331	14	3,345	20.4	8,713	425	9,138	55.8	821	38	859	5.2
Secondary	33	11	44	.61	292	49	341	4.7	343	78	421	5.9	1,139	23	1,162	16.0	4,774	228	5,002	70.0	149	8	157	.02
Total	69	15	84	.35	1,364	518	1,882	8.0	1,109	744	1,853	7.8	4,470	37	4,507	19.1	13,487	653	14,140	60.0	970	46	1,016	4.5
Marin:																								
Elementary	5	-----	5	.18	21	12	33	1.1	17	3	20	.72	132	6	138	4.9	2,339	171	2,560	92.0	8	-----	8	.23
Secondary	-----	-----	-----	-----	2	1	3	.3	1	3	4	.4	40	-----	40	4.0	820	113	933	95.0	-----	-----	-----	-----
Total	5	-----	5	.13	23	13	36	.96	18	6	24	.64	172	6	178	4.7	3,209	234	3,493	93.0	8	-----	8	.21
San Mateo:																								
Elementary	3	2	5	.07	61	33	94	1.4	90	11	101	1.5	679	2	681	10.1	5,618	126	5,744	85.0	67	8	75	1.1
Secondary	-----	1	1	-----	10	18	28	1.4	15	13	28	1.4	90	6	96	4.8	1,628	194	1,822	91.0	7	4	11	.5
Total	3	3	6	.06	71	51	122	1.4	105	24	129	1.1	769	8	777	8.9	7,246	320	7,566	87.0	74	12	85	.9
Santa Clara:																								
Elementary	45	-----	45	.5	112	82	194	2.1	70	17	87	.96	1,365	13	1,378	15.0	7,045	128	7,173	79.0	98	2	100	1.1
Secondary	7	-----	7	.1	21	13	34	.79	37	14	51	1.12	432	12	444	10.0	3,513	203	3,721	86.0	41	1	42	1.0
Total	52	-----	52	.3	133	95	228	1.7	107	31	138	1.0	1,797	25	1,822	13.7	10,563	331	10,894	82.0	139	3	142	1.0

Summary	Elementary	Secondary	Total
San Francisco	16,355	7,127	23,482
Marin	2,764	980	3,744
San Mateo	6,700	1,986	8,686
Santa Clara	8,977	4,299	12,276
Total	34,796	14,392	49,188

	Total	Percent	Catholic	N C
American Indian	147	0.3	129	18
Negro	2,268	4.6	1,591	677
Oriental	2,144	4.3	1,339	805
Spanish surname	7,284	14.8	7,208	76
Other whites	36,093	73.3	34,505	1,588
Other Nonwhites	1,252	2.5	1,191	61
Total	49,188	99.8	45,963	32,25
Percent			93.4	6.6

Mr. FORD. I am going to have to run to the quorum and we will have a brief break and then I will return.

I would like for you to give thought during the recess to a couple of questions. I am now of the bilingual household so I am not trying to get away from that problem. I consider that an asset. But the question of migrant education under title I has not been touched on by anyone on your panel.

I wonder if there is anyone here who could comment for the record on the participation by nonpublic schools in special programs under title I for migrant children, particularly since you are from the west coast.

There is a recent report by the Comptroller General indicating that the public school systems in many parts of the country are neglecting use of these funds because they don't have direct experience.

Our experience with both OEO programs and these programs is that many of the church related organizations were the earliest groups to become involved with the migrant child, so I hope that you could contribute something to the record on that.

Secondly, if you would address yourself to what effect the new guidelines on comparability which we attempted to delay but finally went into effect at the beginning of the last fiscal year, with regard to your participation in title I, because along with comparability came this critical mass theory and the problem of concentration which has resulted in some cities in the public school agencies determining that specific schools were going to be target schools.

We have seen a number of schools that participated in target 1 programs and concentrating all of their funds in a limited number of schools rather than a limited number of areas in the city.

The guidelines seem to have encouraged this and if you can shed any light on what effect this shift in emphasis will have on participation.

One more thing that has been left out all of the discussion here so far about the lack of adequate participation by nonpublic school authorities in development of title I programs.

Has there been any assessment as to whether there is less than before or more than before?

Are we losing ground from your point of view? Are we gaining slightly or are we in a status quo situation that has existed from the beginning?

This would be important because it would affect the importance that some members of the committee may attach to making amendments to this legislation as it goes through.

There are some who would be likely to extend the programs as they now stand and there are many of the rest of us who have several ideas short of jeopardizing the legislation for substantial change.

If you are going to speak for change, you have to speak about the dynamics of the change and one of the dynamics is the question of whether it is best to change or remain in status quo.

We will stand in recess until Mr. Perkins comes back.

[Whereupon, at 12:30 p.m. a recess was taken.]

Chairman PERKINS. [presiding]. The questions that Mr. Ford asked before he left, you go ahead and answer as best you can.

Dr. D'ALESSIO. Mr. Perkins, we still have one final witness.

Chairman PERKINS. I know that, but why don't you answer these questions right now.

Dr. D'ALESSIO. I will start with the last question, namely, the degree of participation of non-public-school officials in what we call the total planning process for ESEA title I.

A consensus of the panelists sitting around the table would indicate that the involvement of non-public-school officials in the total planning process has increased.

There are several reasons for this. One is the efforts of the non-public-school community itself, non-public-school educators and administrators to seek out the involvement, and secondly, impetus was given to involvement in the total planning process by ESEA title I handbook which was distributed last year.

So the answer is, yes, the involvement in the total planning process is increasing.

If I may, Mr. Chairman, I would like to turn the microphone over to Mr. McElligott who will address the question concerning migrant education.

Mr. McELLIGOTT. In the State of California regarding participation of non-public-school students in migrant education programs funded under ESEA title I, we have a situation which does not lend itself in some respects toward our participation. Most of the programs are conducted, well, they are sort of organized by the State department of education with Bilingual consortiums operated by a group of local public school districts or county superintendents of schools.

Most of the programs are summer in character and we find that in almost all of these programs there is no seeking out of non-public-school involvement either in the planning process or the services to youngsters.

We also see that there has been relatively little action on the part of the State department of education in California to check with these local educational agencies to see that there has been some kind of contact made with the nonpublic sector.

We have had experience on our own with many of our institutions and our personnel working in migrant types of programs that had been funded in the past under OEO sponsorship and there is a desire to do this kind of thing.

Facilities and nonpublic schools are available for summer-type activities as well as school round activities and we have many facilities in the great San Joaquin Valley and in the area where the migrant worker is.

However, the involvement has been almost nothing to this stage. We find a kind of dissatisfaction right now with many of our people especially those who are working with Indian groups and with some of the migrant workers with the cutback in social security funds which means that in April most of our preschool migrant-type programs will be eliminated and those youngsters will not have the kind of service they have enjoyed in the past.

I guess I can summarize by saying our involvement in the migrant programs is slim if it is there at all.

Chairman **Perkins**. Go right ahead.

Mr. **Duffy**. On the question of effects of new guidelines comparability, I believe they were published in mid-January and I believe it is too early to assess, but we feel that it will reduce the number of target areas and concentrate the funding on those areas and on those children who have the greatest need.

I believe it is also tied in with that critical mass of how much should be expended on a per pupil basis. As we mentioned before, the critical mass keeps rising on a per pupil expenditure.

But the funding level does not increase along with it. We feel that the comparability guidelines will reduce the number of target areas, reduce the number of children to be served, but we feel that the children who will receive the service will be those most educationally deprived but fewer and fewer children can receive the service as the expenditure per child is increased.

So we would advocate and strongly advocate that if the critical mass per pupil expenditure increases, that the appropriations and funding level also increase.

Chairman **Perkins**. Now we will hear from Sister Ann McIhenny, administrator bilingual education project, St. Elizabeth School, Archdiocese of New York.

Your statement will be inserted in the record without objection and you may proceed in any manner that you prefer.

[The statement referred to follows:]

STATEMENT OF SISTER ANN MCIHENNY, ADMINISTRATOR, BILINGUAL EDUCATION PROJECT, ST. ELIZABETH SCHOOL, ARCHDIOCESE OF NEW YORK, NEW YORK, NEW YORK

Title VII and Bilingual Funding.—Response to A Crucial Need in the Entire United States . . . and with a Special Reference Now to New York . . . and the Nonpublic School.

In his article "Cultural Heritage of the Southwest" in the *Mexican American: New Focus on Opportunity*, Horacio Ulibarri well states, "We cannot even conceive of a people without language, or a language without people. The two are the same . . . to know one is to know the other." Within these few lines, we might place the rationale for bilingual education.

At the Congressional hearings in 1967, the Mexican-American and Puerto Rican representatives spoke of the great need for bilingual and bicultural programs. The Bilingual American Education Act was passed as Title VII of the Elementary and Secondary Education Act of 1965 effective as of July 1, 1968, administered by the United States Office of Education. The draft of the guidelines for Title VII states that it is designed to meet specific education needs of children from 3 to 18 years of age, who have limited English-speaking ability and come from environments where the dominant language is other than English. Title VII funds are available for exemplary pilot or demonstration projects in bilingual and bicultural education in a wide variety of settings.

The demands of the Spanish-speaking and Indian-speaking groups for bilingual education reflect socioeconomic and political aspirations, but the arguments advanced for this type of education include psychological and educational concerns as well. It is argued that bilingual education is a more humane and enriched school experience for the non-English speaking child, and a means towards the development of a more harmonious and positive self-image. It is further argued that it is pedagogically sound to teach young children primary subjects in their own language.

The needs of the Southwestern section of our country, where there has been a concentration of 80% of the Spanish-speaking people of the entire nation, have been acknowledged, and rightfully, most of the bilingual funding is sent in that direction. But at present, we must be increasingly aware of the needs of our Eastern Coast, where in New York City and its environs an estimated 2½ million Spanish-speaking people live, whose educational needs are sparingly fulfilled. New York City's schools contain more than 35% of the State's pupils (4½ million students) . . . with more than half of them Spanish-speaking. Last year in the entire State of New York, only 15.069 pupils participated in a bilingual program, and of these, only 9,438 students were Spanish-speaking. That is to say, that out of an estimated 2 million Spanish students in the State of New York, only 9,438 students were participants in a bilingual program. Later on in this testimony, we will give more statistics to prove that our bilingual programs in this state and city are most inadequate . . . and that within these very programs, one entire segment of the school population has not even been recognized . . . the Spanish-speaking student who attends the nonpublic school.

So, to conclude this first part of our testimony, we may summarize in this statement: bilingual education in New York is inadequate for public schools, and within the framework of the public school, there is no provision for the nonpublic school, although the services to the nonpublic school are referred to more than once in the actual wording of of the provisions of the composition of Title VII.

II. BILINGULISM IS NOT A NEW CONCEPT IN THE UNITED STATES, NOR IN OTHER COUNTRIES

Not too long ago in the United States, English was only one of the languages commonly accepted. Before World War I, languages of the colonial powers were employed on an equal part with English, French, Spanish, and Dutch were spoken, and bilingual public schools flourished in several of the states. In New Mexico, for example, Spanish had equal constitutional status. After World War I with its growing spirit of nationalism, other languages were seen as a threat, and the concept of the "melting pot" grew.

Now that the United States is faced with the reality that the concept of "melting pot" is erroneous, it is important to note that we are not the only country in the world challenged to teach children from diverse language background. France, Switzerland, Canada, Belgium, Finland, and the Union of South Africa each recognize two official languages that must be taught in all the schools. In China, the U.S.S.R., and India, hundreds of dialects are spoken. Mexico, Peru, Ecuador, and Paraguay recognize Spanish as the official language; but an unofficial language that originated with and was spoken by their large Indian population for centuries, is also accepted. It may be beneficial for U.S. educators to consider the experience of Swiss educators, who have taught all Swiss students French, German, and often Italian; the Canadians, who are obliged by law to teach English and French in their schools; and the South African educators who must teach their children African and English.

It is certainly not to our credit to remain a monolingual country and forego the experience of opening ourselves to the wealth of another language and culture.

III. A FEW PERTINENT STATISTICS

Spanish population in New York City as recorded in census of 1971:
1,100,000, from Puerto Rico.
300,000, from Cuba.
180,000, from Santo Domingo.
52,000, from Argentina.
50,000, from Ecuador.
30,000, from Spain.
25,000, from Peru.
17,000, from Colombia.
6,000, from San Salvador.
5,000, from Guatamala.
5,000, from Uruguay.
5,000, from Nicaragua.
5,000, from Costa Rica.

2,000, from Bolivia.
1,000, from Mexico.
1,000, from Paraguay.
1,000, from Venezuela.

Total, 1,786,000 Spanish-speaking people on the "books" in New York City. New York City and Brooklyn are fast becoming Latin cities.

The following number of people entered the United States during the years 1961–70.

636,058 people from Santo Domingo.
700,000 people from Central America.
1,985,996 people from South America.

Not counting Cubans, Spanish, or Puerto Ricans, 3,322,184 Spanish-speaking people came to the United States during this decade . . . which means that there are probably at least 2 million in New York City . . . many of them not even registered. YET, ONLY 9,438 Spanish-speaking students in the entire State of New York participated last year in a bilingual education program!

Catholic Statistics

According to the latest census: 48 million Catholics in the U.S., 2,500,000 Catholics live in New York City.

Catholics of Spanish origin in New York City: 1,500,000 (rough estimate). In 20 years the Spanish Catholic population of New York City has tripled.

New York State.—4½ million students in its schools.

New York City.—35% of these students . . . estimated 2 million . . . of these 2 million, over half are Spanish-speaking . . . so we can estimate Spanish-speaking students of New York City to be about 1 million. If 75 of the Spanish population is Catholic, could we say that New York City has ¾ of a million Spanish-speaking Catholic students. A percentage of these will be attending nonpublic schools, and will not be sharing even in the small benefits that accrue to some of the public schools in the New York City school districts.

17 to 18% of all the pupils in the State of New York are in *parochial schools* . . . and half of these are in New York City alone. . . .

Yet in the distribution of funds for bilingual education as recorded in the office of bilingual education in Albany, New York, no provision is made for these schools or these Spanish-speaking students.

As far as we know, one parochial school, St. Elizabeths, in New York City, in included under Title VII, in School District VI, for a beginning program in bilingual education.

Last year, New York State received: for bilingual education:
$4,495,130, form Title VII.
$6,015,105, from non-Title VII funds.
$10,530,265, total receipts for bilingual education by New York State.

New York City received: for bilingual education:
$3,775,130, from Title VII.
$4,627,403, from other funding (non-Title VII).
$8,402,533, total receipts by New York City for bilingual education.

In the notation of each district of the City of New York as published in "Title VII-ESEA—EXPENDITURES IN BILINGUAL EDUCATION PROGRAMS—1969–1972 each district is noted, its program, number of participants, and amount of money expended, both under Title VII, Federal, and Local Funding. Although half of the 17% of the States parochial schools are in the City of New York, there is practically no mention of any parochial school at all, except for the following:

District 5.—Annunciation, Resurrection, All Saints . . . all eligible for their percentage of non-English speaking children . . . no reference is made to their involvement or their participation.

District 16.—Two letters of application from two principals of two elementary schools; St. Barbara's and St. Martin of Tours'. One declined to participate because of lack of space and funds . . . the other because of lack of "involvement in planning."

District 24.—Has a statement that children of nonpublic schools will be invited to participate . . . but no follow-up.

New York Central Board.—No data on nonpublic school enrollments. The following statement: "The nonprofit private and parochial secondary schools located within the Louis D. Brandeis High School Community have a few isolated and rare cases of non-English dominant children. The parochial high schools require an entrance examination in English as basis for admission."

District 6, New York City.—Received for bilingual education:

$143,750, from Title VII.

$55,739, from State funding.

$199,489, total receipts for 1972.

St. Elizabeth's School, a parochial school in District 6, initiated a mini-program this year in bilingual education. Since it is located in this district, the approval of the majority of the members of the School was necessary, before Mr. Ben Garcia who is the Director of State and Federal Funds for Bilingual Education, could enter us in his proposal. We wrote our own proposal under his direction, submitted a letter of approval from Mr. Carlos Peres, State Director of Bilingual Education, obtained a letter from Mr. Joseph Monserrat, Head of the Board of Education in the City of New York, obtained direction from Sr. Maria Goretti, who works in the State Bilingual Education Office (Sister was most helpful and encouraging), and secured about 1,000 letters from our own parents and parishioners.

When one considers that on page 4 of the Booklet "Administrative Procedures for the Bilingual Education Act", there are three paragraphs devoted to the participation of the nonpublic school; a section on page 8 dealing with Prohibition of Discriminaton; another section describing the notation of the nonpublic school in the Project, it seems strange, that on a local level, the Community School Board should have so much jurisdiction over the participation of a nonpublic school, and should make the participation of a nonpublic school so difficult, and should even have the power to over rule the Director of the Program.

Recommendations for Immediate Action

1. The participation of nonpublic school children in Title VII should be facilitated and encouraged. The U.S. Office of Education should monitor these programs to insure the effective participation on an equitable basis of nonpublic school children.
2. That nonpublic school officials be involved in the planning and implementation of bilingual projects.
3. The need for bilingual education is a problem that is growing more and more accute. It is strongly recommended that the Title VII Bilingual Education Act be expanded.

STATEMENT OF SR. ANN McIHENNY, TEACHER, BILINGUAL EDUCATION PROJECT, ST. ELIZABETH SCHOOL, ARCHDIOCESE OF NEW YORK

Sister McIHENNY. Mr. Chairman and members of the committee, it is certainly a pleasure and a joy to be here this morning and to witness the interest of so many people in such prominent positions in the education of our children and to know that all of us (around our country) put this education at a premium because so much of a child's life, as well as the welfare of our country depends on what we do for our children.

It has been my pleasure and my privilege to be in the work of education of children longer than I would care to state, being a woman.

I am Sister Ann McIhenny and I am from St. Elizabeth School; New York City, where I work in a bilingual program with Spanish speaking children.

I will address myself particularly to New York City since that is what I am most familiar with and to title VII, the bilingual help which is being given there.

I will not reiterate statements which have already been made regarding the inadequacies of title VII, as it is being administered throughout our whole country, and that Dr. D'Alessio in his summary so well stated.

I would like to quote from an article entitled: "Cultural Heritage in the Southwest," published in the Mexican American, in which Horacio Ulibarri stated:

> We cannot conceive of a people without language or a language without people. The two are the same and to know one is to know the other.

Within these few lines we have placed the rationale for bilingual education.

We hear much about the educationally disadvantaged child and programs. During the past 10 or 15 years those of us in education had been faced with a child coming to our school who has been accustomed to communicating in another language in his home and he has been called the educationally disadvantaged child.

This child in my opinion is really not educationally disadvantaged. He has the additional advantage of a language and a culture which has a history and is beautiful and if we can take that child and help him to appreciate his language and culture and at the same time teach him our language and culture, that child can grow up bilingual and bicultural,

Bilingual education is not only a social, economic and political need, it is also a psychological and educational need. And we commend title VII for its efforts to deal with this problem.

As has already been cited by Dr. D'Alessio, title VII, the Bilingual Educational Act, is the weakest of the titles in providing for the participation of eligible children in nonpublic schools.

We find that situation true also in New York. New York City and Brooklyn are at present fast becoming Latin cities with a population of about 2.5 million Spanish speaking people. We had in New York City about 22 bilingual projects which had been published in the Archives of Bilingual Education of New York State and not one of them makes a reference of a nonpublic school being a participant in the program, although the nonpublic schools have a large percentage of these Spanish speaking children.

In New York State, according to the statistics, there are 15,000 children participating in bilingual programs. Of those children only 9,000 were Spanish speaking children.

New York State has appropriated $10 million for the implementation of these programs. In New York City we have 290,000 Spanish children. Of these children who have a Spanish surname, 135,000 of them cannot benefit from regular clases in English and according to a survey made 2 years ago, only 4,000 of these students are benefiting from bilingual education.

I believe that would have been increased in the last year or two, to about 13,000.

New York City has an approximation of $3.7 million for bilingual education.

In New York City one out of every four elementary school children is Puerto Rican.

Out of these children only 10 to 12 percent graduate from high school and only 2 to 3 percent graduate from college, which shows a lack of participation of these children in a program which would help them educationally.

I now refer to our own school district, district 6, in New York City. On the books in the State of New York, there is no mention of any parochial school or any nonpublic school participating in any bilingual education project because the records in the State covered the years 1969 to 1972.

But this year for the first time our own school is participating in title VII in New York City.

In order to obtain this participation, we have had a great deal of work to do; the furnishing of letters, petitions of parents, and also the help of our officials in New York City, such as Mr. Mahoney and the head of the board of education, and also Mr. Carlos Peres, State director of bilingual education for New York.

At the present time we have about 36 little children in our school who are sharing in title VII in district 6 and according to the records we do not know of any other nonpublic school that is sharing in these title VII funds.

I would like to make the following recommendations, Mr. Chairman, so that the participation of nonpublic school children in title VII be facilitated and encouraged.

The U.S. Office of Education should monitor these ESEA title VII programs to insure the effective participation on an equitable basis of nonpublic school children.

Second, that nonpublic school officials be involved in the planning and implementation of bilingual education projects.

Third, that the need for bilingual education is a problem that is growing more and more acute. It is strongly recommended that title VII, Bilingual Education Act, be expanded.

Thank you, Mr. Chairman, for the opportunity to present this testimony.

Chairman **Perkins**. Thank you for your excellent testimony.

I intend to probe deeper into the Missouri problem and I am directing Mr. Jennings, to get in contact with the Office of Education and ask them to provide an explanation before the committee.

In fact, we will have them up here at a suitable time and see whether they are going along with the public school system and ignoring what Congress intended.

I don't know myself but we are going to get at the bottom of it.

Now, this has been a very helpful panel. I regret that I have had so many irons in the fire this morning running from the committee and trying to get additional appropriations and legislative programs out, but I would like to ask the spokesman of the panel, Dr. D'Alessio how he feels, since he has heard the statement of all of the witnesses, that we can improve title I and the extension of title I and whether you are satisfied with the present guidelines, and if not, how you feel it may be improved.

I have heard all of the other members of the panel. Give us your views at this time and at a later date, if any of your group want to come back, you will have that opportunity.

Dr. **D'Alessio**. Thank you, Mr. Chairman.

I would like to begin by reiterating some of the general comments I made in my statement if I may, leading into the answer.

I did indicate earlier that the U.S. Catholic Conference—

Chairman PERKINS. Let me interrupt you at that point. You found some objections to administration but as a whole you felt that title I was working well, is that correct?

Dr. D'ALESSIO. Yes.

Chairman PERKINS. Proceed on that theory then.

Dr. D'ALESSIO. We endorse title I. We think it ought to be more adequately funded. We think it ought to be expanded. As I indicated earlier, we do have some problems in the areas that I indicated revolving around the involvement of nonpublic school officials in the total planning process; revolving around the lack of genuine opportunity to participate in the program; revolving around the inequitable expenditure of funds, but on the whole, I personally feel as a professional educator, that the impact of title I on the education of disadvantaged children of this Nation has been substantial.

Chairman PERKINS. Do you feel that we can improve the method of distributing and allocating the funds to the State? If you would have any fixed ideas along that line, give them to us.

You may want to comment on this so-called testing, the test score that has been proposed.

Dr. D'ALESSIO. As I indicated earlier, Mr. Chairman, I am not an expert in the allocation of title I funds to the States. So I would rather not comment on that particular question.

Chairman PERKINS. In the last few years have you noticed an improvement in the achievement level when we more or less commenced to concentrate on reading and math instead of scattering our shots?

Dr. D'ALESSIO. Yes; I would say in general there has been an improvement in the educational achievement of these children.

Chairman PERKINS. You feel that this is the best way to go in the future, to more adequately fund title I to help the disadvantaged youngster before we go to general aid to education?

Dr. D'ALESSIO. I would say, if I had my druthers, I would like to see a parallel course. If that parallel course is not possible, I think it is imperative upon the Congress and the educational community of the United States to assist those persons who need the assistance most, namely, the educationally disadvantaged.

Chairman PERKINS. If it was possible in the way of adequate funds, then you would like to see that situation, but from a priority viewpoint regarding the adequacy of fundings? You are telling the committee we should continue with title I and expand title I?

Dr. D'ALESSIO. Very definitely.

Chairman PERKINS. What level do you feel we could afford to go to general aid without working, and without destroying the effectiveness of title I? What level of funding?

Dr. D'ALESSIO. I am unable to answer that, Mr. Chairman. I would say the level of funding would be dependent upon the degree or the number of educationally disadvantaged children that we can reach.

Chairman **Perkins**. Let me thank the panel. You have been most helpful.

We will work together to try to solve this problem.

We thank you for your testimony.

The committee will stand adjourned until 9:30 a.m. Monday.

[Whereupon, at 1 p.m., the subcommittee adjourned to reconvene at 9:30 a.m., Monday, March 5, 1973.]

[The following letter was submitted for the record.]

The National Catholic Educational Association,
Washington, D.C., March 5, 1973.

General Subcommittee on Education,
Committee on Education and Labor,
U.S. House of Representatives.

Gentlemen: The National Catholic Educational Association would like to be on record with the House Education and Labor Committee in regard to several matters discussed in the hearings on the extension of the Elementary and Secondary Act (ESEA) of 1965.

Basically we agree with and support the testimony given on March 1 by various Catholic school representatives, including the United States Catholic Conference. We favor the continuation and fuller funding of these programs legislated by ESEA of 1965. In our opinion, these programs are presently of great value, especially to the public school sector. With respect to the nonpublic school sector, modifications in the administration of these programs are necessary to insure effective participation on an equitable basis for all nonpublic school children.

More specifically, Title I programs often do not sufficiently involve the nonpublic school sector in the conception, planning, and implementation of activities designed to aid the educationally disadvantaged. While we recognize that public schools must constitutionally administer public funds, this should not be an obstacle to decision-making and accounting allocations in areas of special concern to nonpublic school children and which present no legal barriers regarding the use of federal funds.

Title II programs have been of significant assistance to nonpublic schools because adequate provisions to insure equitable participation on an effective basis were written into the original legislation. Administratively, the use of the by-pass provision has greatly enhanced the value of this program for nonpublic school children. In regard to these library materials, we especially wish to endorse and support the testimony of Sr. Arline Zurich of the National Catholic Library Association on February 5 before the General Subcommittee on Education on H.R. 69.

The appointment of a Coordinator for Nonpublic Educational Services in the U.S. Office of Education was a sound move towards more equitable participation by nonpublic school children in current programs. However, this position should be strengthened to that of official sanction to participate in the policy-making and planning functions of normal U.S.O.E. functions. The rights of nonpublic school children cannot be safeguarded at the present level of the Coordinator's authority.

We appreciate the opportunity to make these comments. As an educational association representing over 10,000 Catholic schools and four million pupils, we stand most willing to cooperate in the future development of structures and administrative procedures which would improve the participation of nonpublic school children.

Frank H. Bredeweg,
Department of Special Projects,
National Catholic Educational Association.

[The following is additional information pertinent to foregoing testimony submitted for the record:]

MISSOURI CATHOLIC CONFERENCE,
May 18, 1973.

Re Elementary and Secondary Education Act of 1965.

Hon. CARL PERKINS,
U.S. Congressman,
House Office Building,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: On March 1, 1973, testimony was presented to you regarding the misadministration of Title I, ESEA in Missouri, resulting in injustices to educationally deprived children enrolled in nonpublic schools. At that time it was mentioned that a case was pending before the United States Court of Appeals with the Eighth Circuit entitled *Barrera* v. *Wheeler*. On March 16, the Court handed down their decision and directed the trial court to grant injunctive relief to the plaintiffs (who were educationally deprived children in nonpublic schools in Missouri). Describing the conduct of the State Board of Education, the Court said, "This flagrantly violates the Act with the net result of this unauthorized conduct is to neglect the only intent of the beneficiary of the Act—the disadvantaged child." (page 29) Enclosed is a copy of the full text of the Court's Opinion. Subsequent to the issuance of the mandate, the District Court, on May 9, 1973, issued its injunction. Enclosed is a copy of the injunction.

We hope these materials will be useful to you for your consideration of future education legislation.

Sincerely,

LOUIS C. DEFEO, Jr.,
General Counsel.

In the United States District Court for the Western District of Missouri, Western Division

No. 18248-2

ANNA BARRERA, ET AL., PLAINTIFFS, *vs.* HUBERT WHEELER, ET AL., DEFENDANTS

INJUNCTION AND JUDGMENT ISSUED IN COMPLIANCE WITH MANDATE

The Judgment of the United States Court of Appeals for the Eighth Circuit in the above styled cause, having been entered and filed in the United States District Court for the District of Missouri, Western Division, on May 1, 1973, ordering that this cause be remanded to this court for proceedings in accordance with the majority opinion of the United States Court of Appeals, and by said majority opinion ordering this court to enjoin the Defendants from further violation of Title I of the Elementary and Secondary Education Act of 1965 (ESEA) and ordering the court to retain continuing jurisdiction of this litigation.

IT IS THEREFORE ORDERED AND ADJUDGED that the Defendants and each of them, their agents, employees, and all other persons acting under the direction or authority of them, be and they are hereby perpetually enjoined and restrained as follows:

1. Ordered and enjoined that when the needs of eligible children require it, special personnel services may be furnished under Title I by the public agency on private as well as public school premises, and further if such special personnel services are furnished public school children during regular school hours and on the public school premises where the pupil regularly attends, then comparable and equitable personnel services must be provided eligible private school children during regular school hours on the private school premises where the private school child regularly attends. Defendants are enjoined from disapproving any application of a Local Educational Agency (LEA) for the grant of Federal Title I ESEA Funds on the basis that such application includes the use of Title I personnel on private school premises during regular school hours.

2. Ordered and directed that based on determined need of the eligible private school pupil, all Title I ESSA applications shall provide services and activities which meet the special need of such pupil and which are comparable and equitable in quality, scope and opportunity for participation to those provided to eligible public school pupils similarly situated.

3. Ordered and directed that where an application making available free transportation to eligible public school pupils at Title I expense then said free transportation shall be provided to eligible private school children similarly situated.

4. Ordered and directed that each application under Title I, ESEA, shall clearly evidence that persons knowledgeable of the needs of the private school children have been consulted in the planning and evaluation of such Title I projects at all stages.

5. Defendants are enjoined from approving any application by an LEA for a Title I Grant unless such application fully complies with the provisions of this Order and Mandate and majority opinion of the United States Court of Appeals for the Eighth Circuit.

6. Defendants are ordered and directed to conform any regulations, guidelines, policies, instructions (verbal or written), applications, and other Title I forms previously or hereafter issued by Defendants, their agents, employees and all other persons acting under their direction or authority, and any practices or procedures used by them, to the provisions of this Order and the Mandate and majority opinion of the United States Court of Appeals for the Eighth Circuit.

7. The Defendants are ordered and directed to immediately notify all public school and private school administrators of the rights of eligible private school children under Title I ESEA by distributing to each of them a copy of this Injunction And Judgment Issued In Compliance With Mandate and a copy of the majority opinion of the United States Court of Appeals for the Eighth Circuit.

8. The Defendants are ordered and directed to make available on a permanent and continuing basis, for convenient inspection and copying by Plaintiffs or their representatives during regular office hours, all records and documents regarding ESEA and its implementation in the State of Missouri.

9. It is ordered that this Injunction And Judgment Issued In Compliance With Mandate shall be effective forthwith and that this court retains continuing jurisdiction of this litigation to assure that eligible pupils attending private schools participate in meaningful programs as contemplated within ESEA. Costs be taxed to Defendant.

WILLIAM R. COLLINSON,
District Judge.

Dated: June 9, 1973
Attest: A true copy. Mrs. J. C. Immas, Clerk. By T. J. Sheehan, Deputy.

United States Court of Appeals for the Eight Circuit

No. 72–1440

ANNA BARRERA, ET AL., APPELLANTS *v.* HUBERT WHEELER, ET AL., APPELLEES

Appeal from the United States District Court for the Western District of Missouri

Submitted: January 9, 1973
Filed: March 16, 1973

Before LAY, HEANEY and STEPHENSON, Circuit Judges.

LAY, *Circuit Judge.*

We are presented on this appeal with significant questions relating to the lawful programming and proper allocation of funds to educationally deprived school children, both public and private, under Title I of the Elementary and Secondary Education Act of 1965, 20 U.S.C. §§ 241a–241m, 242–244 (1972).[1]

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[1] The declared purpose of Title I is "to provide financial assistance . . . to local educational agencies serving areas with concentrations of children from low-income families to expend and improve their educational programs by various means . . . which contribute particularly to meeting the special educational needs of educationally deprived children." 20 U.S.C. § 241a (1972).

The plaintiffs, suing individually and on behalf of their minor children, are parents of educationally deprived children who attend non-public schools in the state of Missouri. This class suit was commenced on April 6, 1970, in the United States District Court for the Western District of Missouri against the State Commissioner of Education and the eight members of the Missouri Board of Education. The plaintiffs claim that Title I funds are being arbitrarily denied to non-public school children in Missouri. In seeking injunctive relief plaintiffs assert violations of the First and Fourteenth Amendments and a denial of their civil rights under 42 U.S.C. § 1983.

Plaintiffs originally prayed for an injunction restraining defendants from continued violations of the Act as well as for an accounting of misapplied funds totalling over $13 million received and expended from 1966 through 1969. The trial court initially dismissed plaintiffs' action because of their alleged failure to exhaust administrative remedies and because it believed the federal court should abstain from exercising jurisdiction since the case involved unsettled questions of state law. This court held these findings to be erroneous and reversed and remanded the case to the district court for trial. *Barrera* v. *Wheeler*, 441 F.2d 795 (8 Cir. 1971). Upon remand of the case plaintiffs filed an application for preliminary injunction on October 12, 1971. In a pretrial order on January 18, 1972, the trial court ordered a separate trial as to issuance of the injunction and limited the issues as follows:

1. Whether Title I, ESEA, and the criteria established thereunder by the United States Commissioner of Education, requires that educational benefits provided by Title I be made available to educationally deprived children attending private schools on a basis that is equitable in quality, scope and opportunity, to those available to educationally deprived children attending public schools and that there must be an equitable sharing of educational resources provided by Title I so that the amount expended for each Title I project as to an educationally deprived child attending a private school be as nearly equal as possible to the amount so expended as to each educationally deprived child attending a public school;

2. Whether the defendants may be excused from complying with the requirements of Title I, ESEA, and the criteria established thereunder by the United States Commissioner of Education, relating to the participation of educationally deprived children attending private schools, by reliance upon any interpretation of Missouri state constitutional provisions, statutes, regulations or state court decisions; and

3. Whether it is lawful to make public personnel, who are employed to implement Title I projects, available on private school premises during regular school hours in order to provide special services to educationally deprived children attending private schools.

Upon trial of those issues the district court, in an unpublished opinion, denied injunctive relief and held that whether Missouri state law "prohibits the use of *any* money" for teachers to be employed in private schools was not necessary to be decided in the case. The court concluded that although there undoubtedly has been inequitable expenditures of Title I funds between educationally deprived children in public and non-public schools in some local school districts, such inequity could be rectified by private school authorities requesting their "equitable share of dollar aid" for private school pupils to attend after-school and summer school instructional programs.[2]

We conclude that the district court's holding does not properly meet plaintiffs' lawful challenge and fails to properly interpret Title I in conformity with the Act's intended purpose. We reverse and remand with directions to grant certain equitable relief.

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[2] The trial court further found:

"Title I clearly does not mandate the assignment of teachers paid by Title I funds to nonpublic schools. The legislative history of the Act demonstrates that such an intention was completely disavowed by every proponent of the bill. It is also clear that students in nonpublic schools can receive their equitable mathematical share of the funds available in after school or summer school programs. In small school districts the furnishing of visual aids and mobile equipment could very easily furnish the equitable share of dollar aid.

"There is no evidence in this case that the local school boards have refused to consult with nonpublic school authorities in preparing their applications for Title I funds. Similarly, there is no evidence that any applications for Title I funds on an equitable basis for nonpublic school students have been denied at the local or state level except those requesting salaried teachers in the nonpublic school."

TITLE I AND ITS REGULATIONS

In 1965 Congress recognized that there were over five million children living in families whose income was less than $2,000 a year.[3] The adverse poverty of these children was found to lead directly to educational neglect resulting oftentimes in human frustration, delinquency and crime. Congress further realized that the impact of poverty and financial hardship was not confined solely to public school children. Consequently, when Title I was drafted Congress expressly required the inclusion of non-public school children by conditioning any grant upon the proviso that:

"[T]o the extent consistent with the number of educationally deprived children in the school district of the local educational agency who are enrolled in private elementary and secondary schools, such agency has made provision for including special educational services and arrangements (such as dual enrollment, educational radio and television, and mobile educational services and equipment), in which such children can participate . . ." 20 U.S.C. § 241e(a)(2) (1972).

The Act made it the strict responsibility of the local educational agency to plan and administer programs that would meet the particularized needs of all educationally disadvantaged children.[4] Thus, the undisputed purpose of Title I was to benefit the educationally deprived child whether attending a public or a non-public school.[5]

Upon passage of the Act the United States Commissioner of Education provided by detailed regulation that educationally deprived children in private schools be afforded "genuine opportunities" to participate in Title I programs "comparable" to the programs available in public schools.[6] In March, 1968, the

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[3] It has recently been projected that with the raising of the income ceiling there are now over 20 million children qualified under Title I. See note 12 infra.

[4] The present statute 20 U.S.C. § 241e, reads in part:

"(a) A local educational agency may receive a grant under this part for any fiscal year only upon application therefor approved by the appropriate State educational agency, upon its determination (consistent with such basic criteria as the Commissioner may establish)—

"(1) that payments under this part will be used for programs and projects (including the acquisition of equipment, and where necessary, the construction of school facilities and plans made or to be made for such programs, projects, and facilities) (A) which are designed to meet the special educational needs of educationally deprived children in school attendance areas having high concentrations of children from low-income families and (B) which are of sufficient size, scope, and quality to give reasonable promise of substantial progress toward meeting those needs. . . ."

The procedure for determining the funds payable to a local school district includes both public and private school children and is presently calculated according to the following formula:

a/2 x b = Dollars payable to local school district
a = Average expenditure per pupil in the state
b = Number of children age 5–17 coming from families with annual incomes of less than $3,000 ($4,000 for fiscal year ending June 30, 1973).

See 20 U.S.C. § 241c (1972); H.R. Rep. No. 143, 80th Cong., 1st sess. 3 (1965).

[5] As both the Senate and House Reports state, the Act anticipates "broadened instructional offerings under publicly sponsored auspices which will be available to elementary and secondary school students who are not enrolled in public schools." S. Rep. No. 146, 89th Cong., 1st sess. 12 (1965). See also H.R. Rep. No. 143, 80th Cong., 1st sess. 7 (1965). This "child benefit theory" was therefore one of the basic premises supporting the enactment of Title I. See generally 111 Cong. Rec. 5743, 5756–5758, 7309 (1965) (remarks of Representatives Perkins and Carey and Senator Morse). Similarly Title II of the ESEA provides all school children with text books and other instructional services and materials. Other provisions of the Act. Titles III, IV and V, provide direct aid to public school authorities for model programs, for research and for grants designed to strengthen the state departments of education.

[6] Section 116.19 of the regulations states in part:

"(a) Each local education agency shall provide special educational services designed to meet the special educational needs of educationally deprived children residing in its district who are enrolled in private schools. Such educationally deprived children shall be provided genuine opportunities to participate therein consistent with the number of such educationally deprived children and the nature and extent of their educational deprivation. The special educational services shall be provided through such arrangements as dual enrollment, educational radio and television, and mobile educational services and equipment. . . .

"(b) The needs of educationally deprived children enrolled in private schools, the number of such children who will participate in the program and the types of special educational services to be provided for them, shall be determined, after consultation with persons knowledgeable of the needs of these private school children, on a basis comparable to that used in providing for the participation in the program by educationally deprived children enrolled in public schools.

"(c) The opportunities for participation by educationally deprived children in private schools in the program of a local educational agency under Title I of the Act shall be provided through projects of the local educational agency which furnish special educa-

(Continued)

Commissioner set out revised criteria for the approval of Title I applications based upon the law and the existing regulations which stated:

"The applicant's assessment of needs of children at various grade and age levels must include the children in the eligible public school attendance areas who are ~~enrolled in~~ private schools. This assessment is to be carried out in consultation with private school authorities and to provide the basis for (a) determining the special services in which private school children will have genuine opportunities to participate, and (b) selecting the private school children for whom such services are to be provided.

"The needs of private school children in the eligible areas may require different services and activities. *Those services and activities, however, must be comparable in quality, scope, and opportunity for participation to those provided for public school children with needs of equally high priority.* 'Comparability' of services should be attained in terms of the numbers of educationally deprived children in the project area in both public and private schools and related to their specific needs, which in turn should produce an equitable sharing of Title I resources by both groups of children." Commission of Education, Title I Program Guide No. 44, 4.5 (1968).[7] (Emphasis ours.)

We think it clear that the Act and the regulations require a program for educationally deprived non-public school children that is comparable in quality, scope and opportunity, which may or may not necessarily be equal in dollar expenditures to that provided in the public schools. Although the district court originally phrased the issue in terms of "quality, scope and opportunity," it nevertheless based its opinion on an "equitable" funds standard. We, therefore, find the district court's ruling to be erroneous in holding that the use of Title I funds by the Missouri Board of Education meets proper standards and find that plaintiffs are entitled to equitable relief.

TITLE I IN MISSOURI

In the Kansas City, Missouri, school district where the plaintiffs reside, approximately 11,000 elementary and secondary students are eligible for Title I programs. Because of the limited funding and the wide disbursement of children, only about 7,000 public school pupils were enrolled in Title I programs. The number of educationally disadvantaged children in the five principal private schools in Kansas City was estimated at 355 (4.72 per cent of the 7,000 public school pupils receiving aid). These figures for the non-public schools are only estimates because (1) the income and personal records of private school parents were not readily available to the public schools; (2) the non-public schools were not centrally organized and had to be dealt with separately; and (3) the public and non-public school officials notoriously failed to cooperate among themselves.

Almost the entire Title I program in Kansas City is devoted to remedial reading taught in the public schools during the regular school day for disadvantaged

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tional services that meet the special educational needs of such educationally deprived children rather than the needs of the student body at large or of children in a specified grade. . . .

"(d) Any project to be carried out in public facilities and involving a joint participation of children enrolled in private schools and children enrolled in public schools shall include such provisions as are necessary to avoid classes which are separated by school enrollment or religious affiliation of the children.

"(e) Public school personnel may be made available on other than public school facilities only to the extent necessary to provide special services (such as therapeutic, remedial, or welfare services, broadened health services, school breakfasts for poor children, and guidance and counseling services) for those educationally deprived children for whose needs such special services were designed and only when such services are not normally provided by the private school. The application for a project including such special services shall provide assurance that the applicant will maintain administrative direction and control over those services. . . . Provisions for special educational services for educationally deprived children enrolled in private schools shall not include the paying of salaries for teachers or other employees of private schools, except for services performed outside their regular hours of duty and under public supervision and control, nor shall they include the using of equipment other than mobile or portable equipment on private school premises or the constructing of private school facilities." 45 C.F.R. § 116.19 (1972).

[7] This guideline is presumably based in part on Section 116.18(a) of the regulations which reads:

"(a) Each application by a State or local educational agency for a grant (other than one for a planning project) must propose projects of sufficient size, scope and quality as to give reasonable promise of substantial progress toward meeting the needs of educationally deprived children for whom the projects are intended." 45 C.F.R. § 116.18(a) (1972).

See also 20 U.S.C. § 241e(a)(1) (1972); 45 C.F.R. § 116.19 (1972).

public school children only. Outside of equipment and materials provided to the private schools, the one program available under public school auspices for educationally disadvantaged non-public school children was a summer school remedial reading class. In the summer of 1971 approximately 112 private school children and 2,500 public school children participated. With this experience both the public school and private school officials admitted at trial that summer school was a poor substitute for regular day school classes.

The Kansas City public schools have set a $250 per pupil guideline for Title I assistance which under present funding would allow for approximately 8,050 participants. The largest share of the Title I appropriations (approximately 65 per cent) is spent on teachers and teacher aids. About twenty teachers and 130 to 150 teacher aids are presently employed in eighteen elementary and four secondary schools in Kansas City. On several occasions in recent years the non-public schools have requested teachers and teacher aids to come to the private school and teach special remedial classes during part of the regular school day. All such requests have been denied by the public school officials, and the private schools have not, as yet, requested any other assistance except equipment and materials. As a consequence the disparity in Kansas City between expenditures for private and public school children in Title I has been $50 as compared to $275. Recently the public school officials have given the non-public school children their "equitable" share of funds all in monies for equipment and materials.

The practice in Missouri as a whole in prior years has been to give comparable equipment, materials and supplies to eligible private school children, but to exclude any sharing whatsoever of personnel services. Most Title I public school programs in Missouri involve remedial reading, speech therapy and special mathematics classes, thus the largest proportion of the cost of these projects involves salaries for teachers and teacher aids. After the first two years of Title I, expenditures in Missouri for instructional personnel have run from 65 per cent to 70 per cent of the total grant. The remaining funds are used for equipment and materials, health and counseling services, transportation, and plant maintenance. One difficulty with providing only equipment and materials is that even minimal sharing of expenses for equipment and materials soon reaches a saturation point; in fact, the state guidelines permit only 15 per cent of any appropriation to be spent on equipment and instructional materials. The result of this plan for the deprived private school child has been to create a disparity in expenditures in many school districts ranging from approximately $10 to $85 approved for the educational disadvantaged private school child to approximately $210 to $275 allocated for the deprived public school child.[8] From the facts presented the trial court itself recognized that Missouri's "interpretation of Title I has resulted in an undoubtedly inequitable expenditure of Title I funds between educationally deprived children in public and nonpublic schools in some local school districts in the state."

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[8] Title I programming within Missouri school districts flagrantly breaches the state commissioner's own statement of policy as revised in March of 1971 which reads in part (emphasis their own):

"The following procedure should be used in determining the private school participation in Title I activities:

"1. Determine the special educational needs of *all* educationally deprived children residing in eligible Title I attendance areas in the public school district. At least one objective measurement must be used in making this determination. Subjective measurements may also be used.

"2. Determine the *most pressing* special educational needs of *all* educationally deprived children residing in eligible Title I attendance areas in the school districts. * * *

"3. Develop a program that will meet the most pressing special educational needs *of all* educationally deprived children residing in the school district. This is the responsibility of the local public school district *after* consultation with persons knowledgeable of the needs of the private school pupils. The *same level of educational deprivation* should be used for determining eligible private school children as is used for determining eligible public school children.

"4. Determine the extent of pupil participation in the Title I, ESEA, program that Title I, ESEA, funds will allow. Private school pupils are entitled to receive the same consideration as public school pupils. This does not mean that private school pupils will necessarily engage in the same activities as public school pupils. Title I Federal Regulations and Missouri State Law restrict the activities for which Title I funds may be expended.

"5. Services for private school pupils participating in the Title I program must be comparable in quality and scope to those provided public school pupils participating in the program if the nature and extent of educational deprivation and the special educational needs are the same.

"9. Title I, ESEA, funds must be used to supplement and not supplant private school funds.

"11. Projects conducted in private schools must be of sufficient size, scope and quality.

"12. The average cost per pupil enrolled in a private school and participating in a Title I, ESEA, program and the average cost per pupil enrolled in a public school and participating in a Title I, ESEA, program will be used as a guide in making State Department of Education approval. If the variance is greater than 10 percent (more or less) justification will be requested before making approval." Missouri Department of Education, Policy No. 2, Participation of Private School Children in Title I Activities (1971).

The variance in average cost per pupil for public and private Title I recipients in Missouri far exceeds the state's own 10 percent guidelines.

A few school districts in Missouri have attempted to remedy this disparity by providing, in addition to the projects conducted during regular school hours for deprived public school children, Title I programs in the public schools which are open to all educationally deprived children after regular school hours and in the summer. The opinion held by most educators was that these programs were not nearly as successful as the programs conducted during the regular school hours for public school children. The evaluation specialist of the Kansas City School District, Edmund Downey, and the principal of a parochial school in Kansas City, Sister Agnes Marie Hagen, testified that in their opinion, even with these attempts at giving assistance, disadvantaged non-public school children in Kansas City were not receiving comparable educational services under Title I.[9]

COMPARABILITY

There are practical as well as legal considerations when assessing the qualitative scope of a "comparable" Title I program for deprived private school children. For example, in Kansas City the estimated 355 non-public school students who qualify for aid under Title I are scattered throughout five elementary and secondary schools. Obviously the same type of remedial help cannot be programmed for an extremely small number of needy children located in a private school as can be instituted in a public school where a large number of children may be reached. Furthermore, there are many Title I programs which can be utilized in public schools which would not be constitutionally permissible on private school premises. For example, using Title I funds to reduce the general pupil-teacher ratio is permissible in a public school within a low-income area but constitutionally impermissible in a similarly situated private school. However, this concern misses the Congressional mark since Title I programming contemplates for the private pupil only "*special* educational services and arrangements . . . in which such children can participate."[10] Thus, comparability in size, scope and opportunity cannot necessarily be measured in terms of total similarity. It is only in the area of "special . . . services" where the program need be comparable, provided it is determined by the local educational agency that the needs of the children are similar. Furthermore, it is inaccurate to attempt to equate Title I programs on a "fair-sharing" basis which requires an equivalent pro-rata distribution of funds among public and private school students. Fair-sharing of funds is not the intent of Title I.[11] When appraising what is equitable and

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[9] The Missouri State Coordinator of the Elementary and Secondary Education Act referred in his testimony to a letter Missouri received from the United States Commissioner of Education informing the state that the St. Louis, Kansas City and Cape Girardeau programs did not comply with the regulations regarding the participation of private school children in Title I projects.

[10] 20 U.S.C. § 241e(a)(2) (1972) (Emphasis ours). See the remarks of Representatives Carey and Perkins, the manager of the House bill, during House debates where they emphasize the importance of the word "special:"

"Mr. GOODELL. If the public school officials with Federal money wish to put a public school teacher in a private school to teach any subject, I would like to have a clear legislative history as to whether it is permitted in this bill.

"Mr. CAREY. If the gentleman phrases his question 'any subject,' the answer would be 'No.' because that would include all subjects.

"Mr. GOODELL. What subjects then would be permitted–

"Mr. CAREY. 'Special' is the key word. The gentleman knows that the word 'special' is in the bill. These are special instructional services. Those that are special are not general. . . . What is special would be determined by pedagogy.

"Mr. GOODELL. I would like to ask the gentleman from Kentucky if that is his answer, just as a matter of getting the legislative history.

"Mr. PERKINS. The gentleman has answered the question very clearly.

* * * * * * *

"Mr. PERKINS. My answer is no as to providing any teaching services to a private institution. The key here is the extension of special educational services to deprived children under public auspices and arranged for supervised and controlled by public authority."

111 Cong. Rec. 5747–5748 (1965).

[11] In 1969, the National Advisory Council on the Education of Disadvantaged Children, which reports to the President and Congress each year on the progress of title I, found:

"[S]ome of the nonpublic school officials interviewed, unhappy at the relatively low level of participation by disadvantaged pupils enrolled in their schools, spoke repeatedly of not receiving their 'fair share' of the city's title I funds; occasionally they mentioned

(Continued)

comparable, the dollar amount allocated can serve only as an indicia of compliance or noncompliance. In fact, recent federal guidelines allow a greater amount of Title I funds to be spent on school areas with higher concentrations of children from low-income families in order to obtain the maximum effect.[12]

The grant of Title I funds is based solely upon the "need . . . determined" of the individual child. Consequently some children may require speech therapy or special instruction in the English language [13] whereas others may demonstrate no particular need at all. This need factor may vary between educationally disadvantaged public school children as well as between deprived public and private school children.[14]

The analysis of whether the program within the private school is comparable to the public school program lends itself to the definition of what is not comparable rather than what is.[15] It is not a comparable program where the need for remedial services of the educationally deprived private school pupil is at least equal to that of the educationally deprived public school student and the only service provided to the private school child is the furnishing of equipment. It is not a comparable program to provide only after-hour and summer remedial instruction on neutral sites which are open to the needy private school child while offering the same services during regular school hours for deprived public school pupils, especially when the partial expense for transportation must be borne by the private school child who comes from a low-income family.[16] Of equal or greater significance is the fact that educational authorities believe such programs do not provide equivalent benefits nor do they successfully reach a significant number of the eligible students. Once the need of *all* qualified students is determined, the state or local educational agency must then show some reasonable justification, within the defined purposes of the regulations and the Act, for denying comparable services to eligible private school pupils. No showing has been made here.

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a 'fair share' percentage coinciding with the percentage of nonpublic school children in the city. Of course, the law intends no such 'sharing' or division of funds. Further, the number of disadvantaged nonpublic school children was not proportionate to the number of disadvantaged public school children in any city in the present study. The phrase 'fair share' as used above may be convenient shorthand, but such usage is inconsistent with the intent of the law." National Advisory Council on the Education of Disadvantaged Children, Annual Report to the President and the Congress 38 (1969).

[12] As the National Advisory Council on the Education of Disadvantaged Children stated in its letter to the President and the Congress on March 31, 1972:

"The Council notes that title I is now serving 7.5 million disadvantaged children, 1.5 million fewer than in 1969. This decrease is due to the concentration guideline, which directs Local Education Agencies (LEA's) to spend more on fewer children for maximum impact.

"The most recent study which records the number of children living in school attendance areas with high concentrations of children from low-income families (the determining factor of eligibility for title I service) states that *20 million children* are living in these attendance areas.

"This would suggest that approximately two-thirds of the children needing the extra services of compensatory education are not receiving title I services. The Council asks that you carefully consider this fact, and that neither the Executive nor the Legislative Branch of the Federal Government view with complacency the need to serve additional disadvantaged children." National Advisory Council on the Education of Disadvantaged Children,. Annual Report to the President and the Congress iii (1972).

[13] The record discloses that Our Lady of the Americas school, a parochial school in Kansas City, has a student body that is 98 percent Mexican-American with approximately 175 students eligible for Title I. These children are confronted with a language and cultural problem which must be overcome before they can ever be expected to understand and accomplish the prescribed studies for each grade. A program designed to meet the needs of these eligible nonpublic school students might necessarily require a different focus of attention resulting in less *or even greater expenditures*.

[14] Separate allocations of funds may arise because the concentration of eligible children is frequently confined to certain geographic areas. Furthermore, the needs of qualified students may differ because of nationality or cultural backgrounds or because the local school district already has provided effective remedial aid to needy children. Sometimes disparity in allocation may arise where the local agency has failed to request sufficient funds or the private or public school has failed adequately to evaluate or report the eligible children and their needs.

[15] The late Professor Cahn wrote that justice is best defined by considering what injustice is. Cahn, Confronting Injustice 10 (1966).

[16] The Missouri Constitution prevents the use of state funds for busing nonpublic school children, at least to the extent they are transported to and from the private school. See *McVey* v. *Hawkins*, 258 S.W.2d 927 (Mo. 1953). This objection cannot apply to children transported under Title I funds for instructional training. See discussion, infra at 26–29.

APPLICABILITY OF STATE LAW UNDER TITLE I

The gross justification presented by the defendants for the dissimilarity of programs under Title I is that Missouri state law does not allow any shared or dual-time programs whereby the non-public school student can be brought into the public school during regular school hours to receive specialized instruction. Furthermore, the defendants argue that Missouri constitutional law, as well as the Constitution of the United States, prohibit the use of public teachers on private school premises. The defendants urge additionally that Title I does not contemplate the assignment of Title I teachers to non-public schools during the regular school hours. It is, therefore, contended that the only means by which non-public school students can receive teacher services under Title I is through the operation of some after-hour and summer instructional training.

The trial court agreed with the defendants' contention that the Act does not permit the assignment of public school teachers to non-public schools. Presumably the court's conclusion was drawn from the Senate House Reports which declare that the Act does not authorize funds for the payment of private school teachers. See S. Rep. No. 146, 89th Cong., 1st Sess. 11 (1965); H.R. Rep. No. 143, 89th Cong., 1st Sess. 7 (1965). However, plaintiffs make no claim that Title I funds should be paid to private school teachers nor do they argue that public school teachers should be assigned to non-public schools for the teaching of general secular classes. They readily concede that such an application of Title I funds would be a violation of the First Amendment. See generally *Lemon* v. *Kurtzman*, 403 U.S. 602 (1971); *Americans United for Separation of Church and State* v. *Oakey*, 339 F. Supp. 545 (D.Vt. 1972); cf. *Wolman* v. *Essex*, 342 F. Supp. 399 (S.D. Ohio 1972), aff'd, 93 S.Ct. 61 (1972); *Johnson* v. *Sanders*, 319 F. Supp. 421 (D.Conn. 1970), aff'd, 403 U.S. 955 (1971). And, of course, Title I must be read as comporting with constitutional requirements. See generally *Communications Assn.* v. *Douds*, 399 U.S. 382, 407 (1950); *United States* v. *C.I.O.*, 335 U.S. 106, 120–121 (1948); cf. *Singer Sewing Machine Company* v. *Brickell*, 233 U.S. 304, 313 (1914); *Port Construction Co.* v. *Government of the Virgin Islands*, 359 F.2d 663 (3 Cir. 1966). The district court overlooks, however, that the Senate Report does consider the use of public school teachers in the private school for restricted purposes:

> "It is anticipated, however, that public school teachers will be made available to other than public school facilities only to provide specialized services which contribute particularly to meeting the special educational needs of educationally deprived children (such as therapeutic, remedial or welfare services) and only where such specialized services are not normally provided by the nonpublic school." S. Rep. No. 146, 89th Cong., 1st Sess. 12 (1965).

The Senate and House debates also demonstrate that this limited use of public school teachers for specialized services was foreseen and intended by the managers of the Bill. 111 Cong. Rec. 5746–5748, 5758, 5979, 7309 (1965). Therefore, we find the district court's interpretation of Title I as involving a broad proscription of public teacher services in the private schools to be in error.

We come then to defendants' contention that this use of public school teachers in private schools is in violation of Missouri state law. In *Special District* v. *Wheeler*, 408 S.W.2d 60 (1966) (Judges Finch and Hyde dissenting on the dual-time holding), the Missouri Supreme Court specifically banned dual-time as a means of carrying out joint instructional programs for public and non-public school children.[17] The court held that the Missouri compulsory attendance law requires each child to remain in his regularly assigned school for a minimum of six hours.[18] In the *Wheeler* case the Missouri Supreme Court was also faced with the practice of public school teachers providing speech therapy for non-public school children on the private school premises. The Missouri court found this practice violated the Missouri Constitution by using public school funds for the education of private school pupils in derogation of the constitutional requirement that public funds "belonging to or donated to any state fund for public school purposes" be used for "establishing and maintaining free public schools, and for no other uses or purposes whatsoever." Mo.Const. art. IX, § 5.[19] Thus, dual enrollment is presently unlawful in Missouri by statutory interpretation and the use of "public monies" for sending public teachers into private schools for specialized instruction has been forbidden by state constitutional provisions.

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[17] Compare *State ex rel. School District* v. *Nebraska State Board of Education*, 195 N.W. 2d 161 (Neb. 1972), cert. denied, 93 S.Ct. 220 (1972) (see opinions of Justices Douglas and Brennan in denial of certiorari.)

[18] In the states where dual enrollment programs have been conducted, the United States Commissioner of Education has found that teacher services are provided under Title I in a comparable and equitable manner. Title I specifically offers this method as one of the alternatives for complying with the Act, 20 U.S.C. § 241e(a)(2), and as the Commissioner has pointed out, this is one of the most feasible ways to achieve compliance. See generally LaNoue. Church-State Problems in New Jersey: The Implementation of Title I (ESEA) in Sixty Cities, 22 Rutgers L. Rev. 219, 252 (1968).

After the *Wheeler* decision the Missouri State Board of Education promulgated two regulations relating to programs to be administered by local agencies under Title I. They read as follows:

(a) ". . . Therefore, shared time or dual enrollment between public and nonpublic schools would not be in conformity with state law. Programs operated in the public school for all children after regular school hours, on Saturday, and during summer after close of the regular school term would be in conformity with state law."

(b) "Special educational services and arrangements, including broadened instructional offerings made available to children in private schools, shall be provided at public facilities. Public school personnel shall not be made available in private facilities. This does not prevent the inclusion in a project of special educational arrangements to provide educational radio and television to students at private schools."

The state board has interpreted the proscription of public monies in the Missouri Constitution under the *Wheeler* decision and has thus concluded that Title I funds are also state public funds to be similarly proscribed. As a result of the board's regulations the local school districts have denied requests of nonpublic schools for the services of public school teachers in providing remedial training to their educationally disadvantaged children.

Although dual enrollment has been precluded under Missouri law, except for the state board's regulations, the crucial question of whether the Missouri Constitution prohibits the use of all funds, regardless of the source, for sending public school teachers into the private schools for specialized programs has not been decided. The Missouri Attorney General for one has publicly disagreed with the State Board of Education's interpretations of the law.[20]

Plaintiffs discount the applicability of state law by asserting that since Title I is a federal act and since there exists a conflict between federal and state law, the supremacy requirements dictate that federal law controls, citing *Townsend* v. *Swank*, 404 U.S. 286 (1971); *Ivanhoe Irrigation Dist.* v. *McCracken*, 357 U.S. 275, 295 (1958); *Brown & Bartlett* v. *United States*, 339 F.2d 692 (6 Cir. 1964); *Matcovich* v. *Anglim*, 134 F.2d 834 (9 Cir. 1943). This approach, however, substantially ignores the legislative history of Title I which establishes that state policy and law shall govern the administration of these programs.[21] Moreover,

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[19] See also Mo. Const. art. I, § 7; art. IX, § 8.

[20] In an opinion written in January, 1970, the Missouri Attorney General stated:

"[F]ederal funds, not state funds or State Public Schools Fund moneys, will pay the teachers for services rendered in making certain services under the Title I Program available on the premises of a private school. The essential character of these funds is not changed from federal to state funds by the mere fact that the Missouri Legislature 'appropriates' them to the State Board of Education. The appropriation comes neither from 'General Revenue' (see for instance § 2.060, House Bill No. 2, Seventy-fifth General Assembly) nor from the 'State School Moneys Fund' (see for instance § 2.200, House Bill No. 2, Seventy-fifth General Assembly). These funds are appropriated on an open end basis from 'Federal Funds.'

"We do not believe that an appropriation of this type converts federal aid into state aid, thereby making it subject to the Missouri constitutional provisions referred to above.

"It is the opinion of this office that the Elementary and Secondary Education Act of 1965 provides that, under certain circumstances and to the extent necessary, public school personnel, paid with federal funds pursuant to this program, may be made available on the promises of private schools to provide certain special services to eligible children and that Missouri law would not prevent public school personnel, paid with federal funds, from providing these services on the premises of a private school." Op. Att'y Gen. No. 26, 7–9 (1970).

See also *In Re Proposal C*, 185 N.W.2d 9, 22–24 (Mich. 1971).

[21] 111 Cong. Rec. 5743–5744, 5746, 5757–5758, 5979, 7623. See also Hearings on S. 370 Before the Subcommittee on Education of the Senate Committee on Labor and Public Welfare, 89th Cong., 1st sess., pt. 1, at 516, 518 (1965).

Congress has emphatically declared in the act that federal control of programming, instruction and curriculum was prohibited,[22] and the Commissioner of Education has continually recognized that the grants under Title I must accommodate state law.[23]

Although state law is to be accommodated, the issue of whether Title I funds are state monies or federal funds must necessarily be decided by federal law. *Cf. United States* v. *93.970 Acres*, 360 U.S. 328, 332–333 (1959) and cases cited therein; *Enochs* v. *Smith*, 359 F2d 924, 926 (5 Cir. 1966). Directly involved here is the interpretation of the funding process under a federal act. The Act itself makes it readily apparent that Title I appropriations are a federal grant made *in trust* to local school agencies within a state for the direct benefit of the educationally disadvantaged child, 20 U.S.C. §§ 241e, f, g (1972). The funds are not to be commingled with other "public funds" (45 C.F.R. § 116.24), and they are not to supplement funds that are already used for educational purposes in the state. 20 U.S.C. § 241e(e), 241g(c) (1972). See also 111 Cong.Rec. 5734, 7299 (1965) (remarks of Representative Perkins and Senator Morse). The *only* control the state board has over such funds is to channel them to the local agencies and to review the programs of the local educational agencies to make certain the programs are consistent with the Act and the Commissioner's regulations. A state cannot pass a law or interpret its own laws to say that a Title I grant is to be considered state funds or public funds for the maintenance of free schools. To do so would be to violate the spirit and the letter of Title I. It seems clear that Title I, as involved herein, does not provide any state aid or any school aid to the state [24]—it is an act to provide educational services to those who qualify under the Act as educationally disadvantaged children.

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[22] Section 604 of the ESEA, Pub. L. No. 89–10, 79 Stat. 27, 57 (Apr. 11, 1965), states:

> "Nothing contained in this Act shall be construed to authorize any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over the curriculum, program of instruction, administration, or personnel of any educational institution or school system, or over the selection of library resources, textbooks, or other printed or published instructional materials by any educational institution or school system.

Sec. 20 U.S.C. § 242(a).

[23] The Commissioner of Education's Handbook for State and Local School Officials sets forth the following discourse:

> "*State Constitutions and Statutes*
>
> "Many State departments of education found severe restrictions with respect to the kind of services that their respective State constitutions and statutes allowed them to provide to private school students, especially when those private schools were owned and operated by religious groups.
>
> "The following list illustrates the kind of prohibitions encountered when State constitutions and laws are applied to Title I. The list is not exhaustive.
>
> *Dual enrollment may not be allowed.
> *Public school personnel may not perform services on private school premises.
> *Equipment may not be loaned for use on private school premises.
> *Books may not be loaned for use on private school premises.
> *Transportation may not be provided to private school students.
>
> Sometimes such prohibitions exist singly in a given State. Often, the prohibitions exist in combination.
>
> "When ESEA was passed in 1965, each State submitted an assurance to the U.S. Office of Education in which the State department of education stated its intention to comply with Title I and its regulations, and the State attorney general declared that the State board of education had the authority, under State law, to perform the duties and functions of Title I as required by the Federal law and its regulations. While State constitutions, laws, and their interpretations limit the options available to provide services to private school students, this fact, in itself, does not relieve the State educational agency of its responsibility to approve only those Title I applications which meet the requirements set forth in the Federal law and regulations.
>
> "A number of school officials realized that they could not submit the required assurance because of the restrictions applying to private school students which were operative in their States. The impasse was successfully resolved in one case by a State attorney general's opinion which held that State restrictions were not applicable to 100 percent federally financed programs. [New York]
>
> "Other States have proposed legislation which would allow the SEA to administer Title I according to the Federal requirements. Still others have applied the restrictions of the State to Title I and have relied upon the initiative of school administrators to develop a program that would meet the Federal requirements." HEW, Office of Education, Title I ESEA Participation of Private School Children, A Handbook for State and Local School Officials, pt. III, at 19–20 (1971) [hereinafter cited as Office of Education Handbook].

[24] Title I of the Higher Education Facilities Act of 1963, 20 U.S.C. §§ 711–721 (1964 ed. & Supp. V), does provide direct aid for construction of buildings and facilities at church-related colleges. This section has been held constitutional. *Tilton* v. *Richardson*, 403 U.S. 672 (1971).

This reasoning is not in conflict with the proposition that state law and policy must be accommodated under the administration of Title I. A state could conceivably pass a law that would prohibit the use of *any* Title I funds in a private school. Assuming such a law could overcome equal protection arguments,[25] the net effect would be that the state could not comply with the Title I requirement that comparable services be administered to educationally disadvantaged non-public school children. Under those circumstances, the state would not be entitled to a Titles I grant and would have to make the "political" decision of whether to repeal the law or deprive all its educationally disadvantaged children of the economic benefits of the Act. Cf. *Rosado* v. *Wyman*, 397 U.S. 397, 420–423 (1970).[26]

We conclude that although the administration of Title I must accommodate state law, Title I funds are federal funds with which state and local educational agencies cannot lawfully provide services for eligible public school children and at the same time deny comparable programs to eligible private school children by simply commingling such funds with proscribed state "public funds." More apropos to our discussion here is the provision within the Missouri Constitution which reads:

> "Money or property may also be received frm the United States and be redistributed *together with public money of this State* for any public purpose designated by the United States." Mo. Const. art. III, § 38(a). (Emphasis ours.)

Thus, we find that when the need of educationally disadvantaged children requires it, Title I authorizes special teaching services, as contemplated within the Act and regulations, to be furnished by the public agency on private as well as public school premises. In other words, we think it clear that the Act demands that if such special services are furnished public school children, then comparable programs, if needed, must be provided the disadvantaged private school child.

FEDERAL CONSTITUTIONAL PROBLEM

This then brings us to the defendants' final contention. They urge—all else failing—that public teacher service on private school premises would be unconstitutional under the First Amendment. The defendants rely on *Lemon* v. *Kurtzman*, 403 U.S. 602 (1971), which held the direct subsidization of private school teachers in Pennsylvania and Rhode Island unconstitutional. Perhaps more closely related to this objection are *Wolman* v. *Essex*, 342 F.Supp. 399 (S.D. Ohio 1972), aff'd, 93 S.Ct. 61 (1972); *Americans United for Separation of Church & State* v. *Oakley*, 339 F. Supp. 545 (D.Vt. 1972); and *Johnson* v. *Saunders*, 319 F.Supp. 421 (D.Conn. 1970), aff'd, 403 U.S. 955 (1971). Although *Oakey* and *Sanders* would seemingly prohibit the use of public school teachers on private premises to teach general secular subjects, they are not directly controlling as to the suggested teacher service programs under Title I. As we have indicated, Title I contemplates public teacher services on private premises only for "specialized services which contribute particularly to meeting the special educational needs of educationally deprived children (such as therapeutic, remedial or welfare services) and only where such specialized services are not normally provided by the non public school."[27]

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[25] Cf. *In Re Proposal C*, 185 N.W. 2d at 27–30.

[26] It would seem axiomatic that programming in the use of Title I funds must comply with the Act and be consistent with the Commissioner's regulations. The statute makes this clear. See 20 U.S.C. §§ 241e, 241f (1972). We emphasize that if state law prevents a state or local agency from compliance with Title I, then Title I expenditures cannot be manipulated to comply with state law. This would clearly be a case of the tail wagging the dog. Yet this is in essense what the state educational agency proposes and has been doing. The remedy provided for a state that will not or cannot under its own law allocate federal funds in compliance with the Act and the regulations is to have those funds withheld by the United States Commissioner of Education. See 20 U.S.C. § 241j (1972) 45 C.F.R. § 116.52 (1972).

The 1972 National Advisory Council on the Education of Disadvantaged Children has specifically recommended that the law be enforced against Missouri:

"In order to receive title I funds, the State Attorney General must sign an assurance to the U.S. Commissioner of Education stating that all title I regulations will be observed, even if they conflict with State law. Yet with respect to three States—Missouri, Nebraska, and Oklahoma—the Office of Education is aware of noncompliance with the regulations, section 116.19, on service to children enrolled in non-public schools, and no enforcement action has been initiated.

"The Council recommends that any State which is not in compliance with section 116.19 be informed of the Commissioner's intention to enforce the law by the end of fiscal year 1972." National Advisory Council on the Education of Disadvantaged Children, Annual Report to the President and the Congress 29 (1972). (Emphasis theirs.)

Although we find these cases not *directly* controlling, we determine that it would be improper for us to pass on the constitutionality of an abstract program of remedial teaching services which are not properly before us. In doing so, we appreciate the constitutional question remains, but as a reviewing court, we must refrain from passing upon important constitutional questions on an abstract or hypothetical basis. *Thorpe* v. *Housing Authority of the City of Durham*, 393 U.S. 268, 284 (1969); *Alabama State Federation of Labor* v. *McAdory*, 325 U.S. 450, 461–462 (1945); *Housing Authority of the City of Omaha* v. *U.S. Housing Authority*, 468 F.2d 1, 10 (8 Cir. 1972), cert. denied, 41 U.S.L.W. 3447 (U.S. Feb. 20, 1973). This is what we would be doing if we decided this issue now.

We further observe that no particular program, curriculum or service is mandatory under the Act. S. Rep. No. 146, 89th Cong., 1st Sess. 11 (1965); 111 Cong. Rec. 7298 (1965) (remarks by Senator Morse). A local educational agency may request Title I funds for a variety of uses,[28] and none of these specific remedial programs are now before us. For now we can only assume that the U.S. Commissioner of Education will approve funds for only those local educational agency programs which comport with Title I and the Constitution of the United States. When approval is given or withheld on a specific plan, only then should a court survey the precise program as falling within or without First Amendment boundaries.[29]

In conclusion, we find that plaintiffs are entitled to equitable relief in requiring the defendants to comply with Title I through allocation of funds to educationally disadvantaged non-public students. The fact that local agencies have failed to request funds for non-public school children or that private schools have not stated their needs is not justification for denial of an equitable and comparable program for eligible private school children. If the state is to participate in Title I programs, the state has the responsibility to seek out the disadvantaged child and discover his needs. 45 C.F.R. § 116.19(b) (1972).

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[27] S. Rep. No. 146, 89th Cong., 1st Sess. 12 (1965). See also Cong. Rec. 5747–5749, 5758, 5979 (1965); 45 C.F.R. § 116.19(a), (e) (1972). The Commissioner's Handbook for State and Local School Officials recognizes this when it observes:

"Most of the restrictions or prohibitions which apply to services for private school children refer to the manner in which the services are delivered. The restrictions or prohibitions are:

1. The services provided with Title I funds must meet the needs of educationally deprived children and not the needs of the private school.

2. In any project where private school students participate along with public school students in public facilities, the classes may not be separated according to school or religious affiliation.

3. Public school personnel may perform services on private premises only to the extent necessary to provide special services for the educationally deprived for whose needs the services were designed.

4. The services which may be provided are limited to special services [citing the regulations in Section 116(e), "such as 'therapeutic, remedial, or welfare services, broadened health services, school breakfasts for poor children, and guidance and counseling services.' The list is meant to be illustrative and not exhaustive of the possibilities"] normally not available in the private school. (A service is special if it responds to an identified, special need of the child.)

5. The services provided with Title I funds must always remain under the administrative direction and control of a public agency. These services may not be administered by the private school.

6. Title I funds may not be used to pay the salaries of private school employees.

12. No Title I funds may be used for religious worship or instruction.

13. Work-study assignments may not be made in such a way as to enhance the value of private premises or supplement activities normally financed by the private school.

14. Teacher aids performing services on private premises, as well as those in public schools, must be involved directly in a Title I activity.

15. Title I funds may not be used to contract with a private school to administer a Title I activity."

Office of Education Handbook, supra note 23, at 12–14.

[28] See 111 Cong. Rec. 7298–7299 (1965) (remarks of Senator Morse), for an extensive list of possible Title I activities.

[29] Many factors would be important: what is the precise program offered; in what manner is the remedial program to be offered; does the program fully contemplate the restrictions set forth by the United States Commissioner (see note 27 supra); where and when is the program to be offered; what equipment and materials are used; who administers and supervises it; and who benefits from it. These factors must be compiled before applying the triparte analysis in *Lemon* of whether the program (1) has a secular purpose; (2) possesses a principal or primary effect which neither advances nor inhibits religion; and (3) avoids " 'an excessive government entanglement with religion.' " *Lemon* v. *Kurtzman*, 403 U.S. at 612–613.

The record here demonstrates that the basic problem in administering Title I in Missouri has been the tenor of non-cooperation by *both* public and non-public officials. Title I is premised and can work only upon a firm foundation of cooperation by both public and non-public officials. The regulations require that the local educational agency determine the need of the educationally deprived children enrolled in the private school, and this is to be done by "consultation with persons knowledgeable of the needs of these private school children." 45 C.F.R. § 116.19(b) (1972). Implementation of this procedure is the primary responsibility of the state and local officials.[30] The record before us is barren of any evidence that non-public school officials in Missouri have been active consultants in Title I planning or evaluation. This flagrantly violates the Act for the net result of this unauthorized conduct is to neglect the only intended beneficiary of the Act—the disadvantaged child.

The case is remanded to the district court with directions to enjoin the defendants from further violation of Title I of ESEA, and it is further ordered that the court retain continuing jurisdiction of the litigation for the purpose of requiring, within reasonable time limits, the imposition and application of guidelines which will comport with Title I and its regulations.[31] Such guidelines must provide the lawful means and machinery for effectively assuring educationally disadvantaged non-public school children in Missouri participation in a meaningful program as contemplated within the Act which is comparable in size, scope and opportunity to that provided eligible public school children. Such guidelines shall be incorporated into an appropriate injunctive decree by the district court.[32]

Reversed and recommended.

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[30] The National Advisory Council on the Education of Disadvantaged Children has recommended in the past certain steps which undoubtedly would help implement an effective program for non-public school children. Among its recommendations have been:

"[That the states designate] *in their departments of education, a liaison officer between public and nonpublic school officials, overseeing* the participation of nonpublic school children at the local level. Such an individual would remain in close contact with the official serving that function in the Office of Education in Washington. *Similarly, we recommend to local public and nonpublic school officials that they designate an individual with sufficient time and resources to act as a liaison on Title I participation.*

"[That] *the Office of Education and the states . . . continue to urge the involvement of nonpublic school officials in the planning and evaluation of Title I at the local level.* This effort could be given emphasis by providing space on planning and evaluation forms not only for the signature of nonpublic school officials but also for their comments on various aspects of the Title I program. Similarly, the comments of public school officials on the problems they have encountered in encouraging nonpublic participation should be invited.

"*[T]hat the Office of Education and the states review the means of identifying eligible children and particularly of establishing target areas. . . .*

"[And that where] *services to children justify it, there should be an increase in shared time programs,* joining public and nonpublic school children in common learning experiences. Such mingling is a positive intent of Title I. Yet few localities include shared time in Title I planning. It should be encouraged by disseminating reports of successful programs which incorporate shared time." National Advisory Council on the Education of Disadvantaged Children, Annual Report to the President and the Congress 42–43 (1969).

The National Council singled out the Title I program in Pittsburgh, Pennsylvania, as a model program of success. We have set out the report on the operation of this plan in the Appendix.

[31] The Missouri Department of Education regulations as currently phrased will provide a sound basis for supplementation if, and only if, procedural machinery is provided to carry them out. See note 8 *supra.*

[32] Although we do not pass on the merits of plaintiff's claim for accounting and damages, the granting of equitable relief herewith should not be construed as determining plaintiffs' damage claim. Plaintiffs must overcome other legal barriers if they are to prevail in their prayer for damages. One of the most important of which is that Title I does not contemplate that private schools shall necessarily receive a pro rata share of Title I funds allocated to a state for its disadvantaged children. (See also note 14 *supra.*) We observe that the continuing litigation over this issue is not apt to be productive and can only result in further friction between the parties. Determination of the present legal conflict now can better lead to a beneficial and cooperative program for all children in Missouri intended to be beneficiaries under the Act. In any event, we direct that the injunctive relief granted herein shall be issued and be effective forthwith.

APPENDIX

A Community Case Study of Non-Public School Children and Title I in Pittsburgh, Pennsylvania*

"Pittsburgh is a heavily industrialized city of 650,000 persons. Figures provided by the school system show 122,000 children in the city, 76,000 enrolled in public schools (62%) and 46,000 in nonpublic schools (38%). Of these, 17,500 live in Title I project areas; 13,000 are public school children (74%) and 4,500 are private school children (26%). There are no private schools, other than Catholic schools, in the city with children eligible for Title I funds.

"Title I expenditures for City D have been as follows:

1966–67—School year—$2,509,000
1967—Summer—$21,000
1967–68—School year—$3,163,000
1968—Summer—$53,000

"A partial listing of programs for the 1966–67 school year are as follows:

	Number of public school participants	Number of nonpublic school participants
Instructional activity:		
Art	1,459	0
English:		
Reading	655	563
Speech	377	712
2d language	866	481
Music	6,258	531
Recreation	118	0
Service activity:		
Guidance-counseling	2,049	1,031
Social work	348	1,086

PLANNING AND EVALUATION IN PITTSBURGH

"Even before Title I allocations were announced for the first year of the program's operation, public school officials were meeting with Catholic school leaders to plan joint programs. The leaders of two systems were not strangers to one another; Pittsburgh has had a long history of shared-time programs. For years parochial school students had traveled to nearby public schools to participate in home economics classes and courses in vocational education. The plan agreed upon for Title I programs was based on a mutual understanding of the needs of disadvantaged children in the two school systems.

"Title I project areas were selected on a school-by-school basis in the public system using census and AFDC information. Once an individual public school was selected children in the parochial school in the same neighborhood also qualified, so long as Catholic officials verified the assumption that disadvantaged children attended the school in numbers roughly equivalent to the companion public school. According to public school officials, this system was used because the nonpublic school leaders knew they would be responsible for their decision and would behave accordingly. At the same time, public school officials themselves had more than a passing understanding of the composition of Catholic school populations in Pittsburgh.

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* National Advisory Council on the Education of Disadvantaged Children, Annual Report to the President and the Congress B–8—B–11 (1969).

"Once the project areas were agreed upon, programs were established with services provided equally to the children in the paired public and parochial schools. Approximately 30 percent of the disadvantaged students in Pittsburgh were enrolled in parochial schools and about 30 percent of the Title I funds were expended on these students. In practical terms this has meant that some remedial teachers spend part of their day in the nonpublic school and part in the public school. Few programs mix students from the two systems.

"In the Communication Skills program, for example, where intensive reading preparation is given, half of the teachers spend half of their time in parochial schools. Thus 25 percent of the total program takes place with nonpublic children. This program is concentrated in 11 public schools, but provides services to children in 30 Catholic schools. In other words, 75 percent of the teachers and equipment are located in a few public schools while 25 percent serve children in numerous parochial schools. This arrangement was pressed by Catholic school officials; those public officials in charge of the program feel that students benefit most from a concentration of services. The U.S. Office of Education, in its guidelines, is explicit in urging such concentration.

"Certain programs, as seen in the listing above, serve only students in public schools, while others serve both in varying proportions. Funds for reducing class size, for example, are not expended for children in parochial schools. Some substitution takes place, however, so that more than 30 percent of the participants in some programs are nonpublic school children.

"According to both Catholic and public schoolmen, evaluation is an on-going process. The deputy superintendent of the Diocese schools and the associate director of compensatory education for the Pittsburgh school system, call one another whenever necessary to discuss Title I programs. Decisions on the retention or expansion for the various components of Title I are discussed at regular joint meetings, occasionally with the public school superintendent in attendance. In one example of what transpires at such gatherings, it was recently proposed by the public school administration that a program involving mobile speech clinics be ended. Parochial officials saw this as undesirable for their children since it would have ended speech therapy in their schools. A compromise finally was reached where one laboratory would be kept to serve nonpublic pupils.

"In part, this joint evaluation is encouraged by a State Department of Education regulation requiring the signature of nonpublic officials on the state evaluation form. This is to insure that consultation with private school leaders has, in fact, taken place. This is a recent regulation, however, and active cooperation was commonplace in Pittsburgh before its enactment.

"Current planning in Pittsburgh includes the establishment of a position within the public school's office of compensatory education to represent the nonpublic schools on a half-time basis. Such a liaison would assist in planning and evaluation and would assure full participation wherever possible. Funds do not presently provide for such an individual, however, and it appears that this plan will not be activated in the immediate future because of the curtailment of Title I funds.

DISCUSSION

"Both public and nonpublic school officials take pride in the harmonious relationship between the two systems. A long history of such cooperation is present, enhanced by a state constitution which has long permitted shared-time programs. Title I is being administered in keeping with this spirit to the satisfaction of all the participants involved.

"Programs in the 1967–68 school year, for which evaluations are not ready at the time of this writing, showed that nonpublic participation was occurring at approximately 30 percent, though probably at a slightly reduced level (one estimate was 27.3% total allocation). Individual program descriptions for 1967–68 demonstrated that disadvantaged nonpublic school children have been considered in the planning of each Title I program.

"There is less inter-mingling of public and nonpublic school children students in Title I programs then might be considered desirable by some observers, including some of the original sponsors of Title I legislation. In part this is the result of the convenience and the economy in shifting teaching personnel from school to school, rather than students. Distance is sometimes a factor, as walking is not always possible. Also, there are a number of problems associated with moving a large body of students through crowded urban neighborhoods. Such an effort, however, would lead to a sharing of programs between Pittsburgh public schools, many with large nonwhite populations, and Catholic schools, which tend to be filled with mostly white students.

"The nature of the Catholic school organization fosters cooperation. The Catholic Schools Office is highly centralized and has full support of the Bishop of Pittsburgh. The Schools Office has authority to speak for all parochial schools in the City and the Diocese. Thus, the public school officials have only one person with whom they must communicate. This is a tremendous advantage and has contributed greatly to the public/nonpublic cooperation. It would be much more difficult to establish such rapport in cities with autonomous Catholic schools.

"On the whole, the situation in Pittsburgh seems to follow closely the letter and spirit of Title I with regard to the provision of services to disadvantaged nonpublic school children. Nonpublic school officials contribute to both planning and evaluation. Aid is given to nonpublic school children but the nature of that aid is such that careful control seems to be exercised by the public school officials. At the same time, because participation in program formulation is invited and because of frequent intercommunication, the non-public officials are in a position to both assist in, and observe, the operation of Title I. Such a situation would seem to provide a sound basis for informed judgment on the part of public officials with whom responsibility for Title I programs ultimately rests. The real benefactor would seem to be the disadvantaged child in Pittsburgh who is receiving aid regardless of the school he attends, as is the intent of Title I."

STEPHENSON, Circuit Judge, dissenting.

I respectfully dissent. Notwithstanding the view expressed in the majority opinion, Title I of the Elementary and Secondary School Act of 1965 clearly *only permits* and does not mandate the assignment of public school teachers to private schools during regular school hours. That no such congressional purpose ever prevailed is evidenced by the Act's legislative history. The bill's floor manager in the House initially expressed the view that a public school teacher could not be assigned to a private school under the provisions of Title I.[1] Following lengthy debate a compromise was carefully reached by which "The decision about the best arrangement for providing special educational assistance under Title I is left to the public education agency of the school district, under the Constitution and laws of the State." III Cong. Rec. 5979 (1965).[2] Since the Act is only permissive with respect to school teacher assignments, the Missouri State Board of Education, bound by its state constitution and court decisions, could properly determine not to approve school district plans providing for the assignment of public school teachers to private schools during regular school hours.

I therefore find myself in complete agreement with Judge Collinson's conclusion that:

> "Title I clearly does not mandate the assignment of teachers paid by Title I funds to nonpublic schools. The legislative history of the Act demonstrates that such an intention was completely disavowed by every proponent of the bill."

I would therefore affirm the trial court's denial of injunctive relief.

If, as the majority holds, Title I *mandates* the assignment of public school teachers to private schools, I fail to see how the constitutional issue presented can be avoided. I share in the District Judge's grave concern that Title I, under such circumstances, could not withstand the constitutional challenge. See *Lemon* v. *Kurtzman*, 403 U.S. 602 (1971); *Americans United for Separation of Church and State* v. *Okey*, 339 F.Supp. 545 (D. Vt. 1972) and *Johnson* v. *Sanders*, 319 F.Supp. 421 (D. Conn. 1970), *aff'd* 403 U.S. 955 (1971). The "entanglements" fostered by Title I, as construed by the majority, appear quite indistinguishable from the excessive entanglements proscribed by *Lemon*. See generally, 22 Rutgers L. Rev., *supra*.

I join in the majority's concern with respect to the failure of the parties to negotiate a lawful program pursuant to the Act. Unfortunately, the victims of this lack of cooperation are the intended beneficiaries of Title I, the educationally deprived children.

A true copy.

Attest:

Clerk, U.S. Court of Appeals, Eighth Circuit.

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[1] See 111 Cong. Rec. 5743–8 (1965) and G. LaNoue, "Church-State Problems in New Jersey: The Implementation of Title I (ESEA) in Sixty Cities," 22 Rutgers L. Rev. 219, 234–235 (1968).

[2] See also, Sen. R. No. 146, 89th Cong., 1st sess., 1965 U.S. Code Cong. & Admin. News, 1456–1457.

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

MONDAY, MARCH 5, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:35 a.m., pursuant to recess, in room 2261, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Meeds, Lehman, and Towell.

Staff Members Present: John F. Jennings, majority counsel; Eydie Gaskins, special assistant.

Chairman Perkins. I am delighted to welcome all of you here. I have been most interested in the adult education program all through the years. In fact, I tried to get a basic program started in the late fifties, and it wasn't until 1961 or 1962 that we actually got the first bill through. We felt that it would cause the States to take hold, and the need was so great, especially in view of the training programs. Many people could not fill out their own applications for employment.

It is a great program. I am proud of it. I personally feel, unless I hear evidence to change my views, that the Adult Basic Education Program should continue to be a categorical program in the future. If it does not remain as a categorical program, it may get lost in the shuffle.

When we go to the State level and consolidate a lot of these categories, somebody is going to come up with the short end. I think this program is too important to be squabbled over at the State level with other programs.

Let me state that Wilbur Cohen, former secretary of HEW, is here. Stand up, Wilbur, and let everybody see you. We are delighted to see you here.

We have with us this morning Mr. Ted Cook, head of the adult basic education program; Mr. James R. Dorland, executive director of the National Association for Public Continuing and Adult Education; Mr. Charles Wood, executive director of the Adult Education Association of the U.S.A.; Mr. Ray Ast, president of the Coalition of Adult Education Organizations; Mr. David Puddington, executive director of National Council of Urban Administrators; Dr. Ernest Dow, executive director of the National Association of Black Adult Educators; and Mr. Gary Eyre, National Advisory Council on Adult Education.

Before we get started—and I understand Mr. Cook is going to introduce you—I would like to ask Wilbur if he wants to make an observation on the record about these categorical programs. You may proceed right now. Make an observation if you want to.

STATEMENT OF HON. WILBUR COHEN, FORMER SECRETARY, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. COHEN. First let me say, as I think you know, I championed the Adult Basic Education legislation before this committee, and it is a piece of legislation which I have not only a very deep professional but emotional attachment to. I think it is a great piece of legislation.

Second, I am very strongly for categorical programs. I strongly support categorical programs because—and I think you have put it better—if we don't have categorical programs, they get lost in the shuffle. Not only that, but they are a way of identifying to the community, to the State, to the national representatives, pinpointing specific objectives to which Congress can then hold everybody accountable.

I am strongly for accountability. Categorical programs do make accountability possible, make it possible for councils to measure the progress made, change the criterion, and to see what has happened.

While I believe that there are categories that can be broader, narrower, or of different size—and I am not particularly wedded to a narrow category—I do not think that one should throw the baby out with the bath water until you have a much better idea of what you want to do.

So I think the preservation of the categorical programs ought to be retained until one can identify a broader educational context. That does not mean that I am not in support of general Federal aid but, to me, that is another category and should not necessarily supersede other categories.

Chairman PERKINS. It is your judgment that we should take care of the disadvantaged and properly fund the title I before we go to general aid?

Mr. COHEN. Absolutely, Mr. Chairman. I believe that, if you don't, you are going to make great chaos and difficulty at the State level. I do not believe that the States are yet in a position, either staffwise, politically, financially, organizationally, to be able to supersede categories. It takes a great deal of managerial competence and wisdom to handle these things at the State level

It is for that reason that I think it is much better to continue the categorical programs until Congress can be sure that the objectives of overcoming the disadvantaged have been achieved. When that day comes, I think you can properly reexamine the categories and see whether you want to make some other kind of organization.

Chairman PERKINS. Thank you very much. We appreciate that statement.

Mr. Cook; we will defer questions until we hear all the witnesses.

STATEMENT OF TED COOK, STATE DIRECTOR OF ADULT EDUCATION, KENTUCKY

Mr. Cook. As you stated, I am Ted Cook, director of adult education, Kentucky. I think it is an historical occasion in that the entire field of adult education is making a united appearance on behalf of the undereducated adult. Mr. Chairman, with your permission, I have this written statement.

Chairman Perkins. Without objection, your written statement will be inserted in the record. All statements will be inserted in the record.

(The document entitled "Testimony of the National Advisory Council on Adult Education on H.R. 69 by Leonard R. Hill, Council Chairman; Thomas W. Mann, Council Vice Chairman; Paul F. Johnston, Council Legislative Chairman; Gary A. Eyre, Council Executive Director" follows:)

Testimony of the National Advisory Council on Adult Education

Our nation's educational system was built upon the assumption that a free and enlightened electorate could be largely accomplished through education during childhood. That assumption has created a child-centered educational system which tends to be terminal in its approach and has contributed to the need for adult compensatory education programs. More and more we are accepting the realization that learning is a continuous, lifelong process and that there must be established a comprehensive system that provides for the education of adults.

Our nation must be as vitally concerned with the education of its adults as it is with the education of its children. Adult education can pay rich personal and social dividends—not 20 years from now—but immediately. Our nation must provide the "second opportunity" for the partially educated, the uninvolved, the illiterate, the adult with yesterday's tools who are in need of marketable skills for today. We must provide a means for more comprehensive, lifelong learning programs.

In the late 1950's, state and federal governments faced up to the fact that millions of American citizens were illiterate or functioning with the barest educational skills. Adult education programs in existence were providing learning environments but only for the middle and upper-class citizens. Programs were recreational, leisure time, business education, adult vocational, or citizenship oriented. All necessary, but not addressing the problem of providing educational survival skills and competencies of basic and secondary education for adults.

Efforts were undertaken in the early sixties at the federal level, through a state grant program, to reduce illiteracy and compensate for adult educational inadequacies.

True, adult education has taken great strides in the past ten years. Less than a decade ago, a handful of colleges and universities offered graduate and undergraduate programs in adult education. Today, their number is more than 100, and growing. In the early sixties, less than a dozen state departments of education had fulltime adult education leadership. Today, nearly every state and territory has a director of adult education. In 1959, there were 3,428,000 people enrolled in public scool adult education classes. In 1972, there were over six million enrolled. In 1965, there were 37,900 individuals enrolled in federally sponsored adult basic education classes. In 1971, that number had leaped to 621,109 participants with a 1973 projected enrollment of 800,000.

Funds have been both authorized and appropriated for adult basic (education through an eighth-grade competency level), and they have been put to good use.

During the last seven years, 3 million students have been enrolled on federally funded adult basic education classes.

Many other adults have been helped by state and local funds, as a result of partnership with federal programs.

In 1969, about 1 person in 100 in this country was illiterate, compared with 1 in 45 in 1959.

New graduate and undergraduate degree programs have been initiated, and a national system of staff development is underway.

Research projects are developing and testing new methods for meeting adult learning needs.

Unfortunately, there are some sobering facts that make the advances cited seem less impressive. Consider them again, in light of the following towering evidence of the expanding need for adult basic education.

Fifty million persons over 16 years of age have less than a high school diploma and the educational competencies commensurate with that level of education.

Unemployment hovers between 4 and 5%

Problems of health and human relations are accelerating.

Crime in our cities is on the rampage.

Automation is wiping out jobs at an estimated rate of 10,000 a week.

Environmental illiteracy is widespread.

Welfare rolls are lengthening, at great psychological cost to the recipient and great financial cost to the taxpayer.

The 7 million high school dropouts of the sixties lack basic education skills as adults today.

Federal funds have been authorized by Congress for secondary education for adults, but none have actually been made available to adult educators with which to conduct secondary programs. Yet the need is great.

For six years, the nation has had specific federal legislation—the Adult Education Act, Title III of the Elementary and Secondary Education Amendments of 1966. In the opinion of the Council, this Act has been effective; the dollars apportioned through it have been dollars well-spent.

Measured against other federal education legislation, the Adult Education Act still is an infant. But—and here is the most immediate aspect of the problem—the Act terminates on June 30, 1973. Unless legislative action is taken now, there is imminent danger that the country may slow down or even step backward in providing educational opportunities for adults! The delivery systems . . . composed of teachers, counselors, volunteers, administrators, school facilities, and supportive agencies . . . is in operation and ready for expansion.

In its Annual Report for 1972, the Council set forth as its first recommendation an antidote for the termination of the law—" . . the immediate development of an expanded and comprehensive Adult Education Act."

The experience of the last six years has surfaced problems which need to be addressed in amending various sections of the Act. The Council, in concert with adult educators, has developed twenty-two specifications for amending the Adult Education Act and has incorporated those items into its 1973 Annual Report.

The National Advisory Council on Adult Education recommends to this Congressional Committee and the United States Congress the extension of the Adult Education Act.

The Congress of the United States established the National Advisory Council on Adult Education under provisions of the Elementary and Secondary Act, Title III, as amended. Appointments to the fifteen-member Council are made by the President.

Mr. COOK. Our first witness that I would like to introduce is Leonard Hill, chairman of the National Advisory Council on Adult Education, administrative director of adult basic education, State of Nebraska.

Chairman PERKINS. Go ahead. Your prepared statement will be inserted in the record, and summarize it if you don't mind.

STATEMENT OF LEONARD R. HILL, CHAIRMAN, NATIONAL ADVISORY COUNCIL ON ADULT EDUCATION; ADMINISTRATIVE DIRECTOR OF ADULT BASIC EDUCATION, STATE OF NEBRASKA; ACCOMPANIED BY THOMAS W. MANN, COUNCIL VICE CHAIRMAN; PAUL F. JOHNSTON, COUNCIL LEGISLATIVE CHAIRMAN; GARY A. EYRE, COUNCIL EXECUTIVE DIRECTOR; ANNE HOPKINS, COUNCIL MEMBER, BALTIMORE, MD.; ART ELLIS, COUNCIL ASSISTANT EXECUTIVE DIRECTOR; AND HELEN BANKS, COUNCIL ADMINISTRATIVE ASSISTANT

Mr. HILL. Thank you. It is a privilege to be here today to share with you my thinking and the thinking of the advisory council on H.R. 69 and, in particular, the track record of adult education legislation which you introduced several years ago.

On behalf of the National Advisory Council on Adult Education and the more than 60 million adults in our country, without a high school diploma I appreciate this privilege.

I would like to introduce to you at this time, a few other members of our National Advisory Council. I would like to have them stand. Dr. Tom Mann, the vice chairman of the National Advisory Council on Adult Education, from Boca Raton, Fla.; Dr. Paul Johnston, chairman of our Legislative Committee, former commissioner of education in Iowa; Mrs. Anne Hopkins, from Baltimore, Md.; Gary Eyre, executive director and whom you recognized a moment ago; Dr. Art Ellis, his assistant, and Mrs. Helen Banks, administrative assistant.

Chairman PERKINS. We are proud to welcome all of you here. I think you share the same views of the categorical approach announced by Wilbur Cohen. Am I correct? Are those the views of the Advisory Council?

Mr. HILL. Yes, indeed.

Chairman PERKINS. None of you hold a contrary view?

Mr. HILL. No, sir; we do not.

Chairman PERKINS. All right; go ahead.

Mr. HILL. Mr. Chairman, I know you are bombarded by requests for funding of programs; over and over again, you are asked to support this, that, and the other thing in the line of funding, but many of these programs appear to be the kind of programs which are the type which expend funds only, with very little, if any, return.

However, the request that comes from us today is not a request for an expenditure but rather the request for an investment. We might give as an example the fact that the GI bill which Congress so wisely passed so many years ago has borne fruit which cannot be measured in today's dollar-and-cents columns. Adult education today is that type of request.

So, as I present to you some thoughts on this, I would like for you to think of it as an investment rather than an expenditure, because this is exactly what it is. I would like to give you some specific examples of adult education brought about through the enactment of Public Law 89-750 and 91-230.

The Congress established this act and the amendments to it in 1970, and the results of what you have done are tremendous. No one really knows, nor can it ever be ascertained, the exact results of what has happened because of this act. However, based upon the earning power correlated with educational attainment given to us by the Department of Commerce, the cost-benefit return appears to be in the neighborhood of 11.2 opposed to 1.

What I am saying is that for every dollar spent in adult basic education, a cost-benefit return amounts to $11.20. If I were a banker or a monetary investor, I certainly would invest in this type of program if, over the past 7 or 8 years, I could get $11.20 for every dollar I expended. I think this is a wise investment, and I really believe that the investment is not just something which happens; it comes about because we directly move in this direction.

The educational level of an adult with no more than a seventh-grade education, if you were to compare this with his lifetime earnings, you would come up with approximately $196,000 as a lifetime earning. If this man completes the eighth grade, his income over a lifetime would increase by $62,000, or $258,000.

If you were to give this man an opportunity to attend high school up through the third year, his income would go up another $36,000. And if you give him a high school diploma, it would again increase $56,000, or a total of $350,000 for a lifetime earning. This is an increase of $154,000 over what he would earn if he had less than an eighth-grade education. One of the reasons this comes about is because there is enlarged job opportunity offered to him.

Our society more or less demands the high school diploma as a badge to be worn on the lapel of your coat and, when you apply for jobs, this is one of the first things that is asked. Someone—I can't put my finger on the research, but I could pull it out—has estimated that 95 percent of the jobs are closed to people who do not have a high school diploma. In our country, this represents approximately 60 million adult workers.

Chairman PERKINS. I think you are exactly right. It has become more so every year. You can't even get a janitor's position now without a high school education.

Mr. HILL. Mr. Chairman, we are just talking about dollars and cents in this particular instance, but there are other benefits, that you can't measure in dollars and cents. I had the experience of meeting a father who, for the first time in his life, took his two little daughters by the hand and led them to the public library and showed them the children's section. You can't measure that in dollars and cents, because that man now has established an adult pride which his children recognize. If it had not been for the adult education program, this father would not have the incentive.

The other is nutritional value that comes to children as a mother learns to measure powdered milk. The mother, before adult basic education, did not have the knowledge to measure powdered milk which had been given to her through the Department of Agriculture.

Last summer, I had the privilege, along with Messrs. Rupert, Ast, and Dow, to attend the UNESCO Conference on Adult Education and represented the United States as one of the delegates. One of the things that came bubbling out of the developing countries, as they talked of adult education, was the fact that it is difficult for a child to live in two societies—the literate society of the schoolroom and the illiterate society or environment of his home. It is difficult to change a child and to bring him into full education when he lives in an illiterate environment. In these countries, we are saying, there must be parental education as well as child education.

I think that we have basic proof, Mr. Chairman, based upon experiments, that proves that the children's attitude toward education changes as mother and dad go back into the education environment and start attending classes.

Another point I would like to present in my testimony is accomplishments of ABE over the last several years. In 1965, there were only 37,900 adults enrolled in ABE. But, in 1971, there were 621,109 adults enrolled in ABE. This is an approximate 1,600-percent increase in enrollments. In 1972, there were 812,000 adults enrolled; and, in 1973, we are looking again toward an enrollment of over 820,000.

If you total these all up, we have had more than 3 million adults enrolled in adult basic education since enactment of the legislation. I think you can understand why I say it is impossible to measure the fiscal impact this has had on our country.

Chairman **Perkins**. To what extent are we fulfilling the need today in your judgment?

Mr. **Hill**. Mr. Chairman, I believe we are only scratching the surface. Less than 5 percent of the need is being met at the present time. To me, this is just barely scratching the surface.

We haven't mentioned those that have left the welfare rolls and have diminished it because of the educational efforts of ABE. We haven't mentioned those that have secured jobs for the first time. We haven't mentioned anything about the pride that can come to men and women when they can lift their heads and be able to compete for the jobs that are available.

In Nebraska alone, the cost for bringing this about was only $73 per student per year last year. I do not have the annual figures as to the cost for last year, but I would ask Mr. Eyre, if he would, to pull those out of our records so we can insert them in the record today.

Chairman **Perkins**. Without objection, it is so ordered.

[The information to be furnished follows:]

In Fiscal Year 1972, the federal allotment for adult education, under provisions of P.L. 91–230, was $51,134,000. These funds were allocated through a state grant formula. The average expenditure for administrative costs for each state was approximately $46,000. This represents 5% of the state grant program. In FY–72, the national estimated enrollment for adult education students under the federal program was 812,000. Mathematically, these figures compute to a per pupil expenditure of $59.82.

Mr. **Hill**. We have 50 percent of the people enrolled in ABE who have 31 to 47 years left of active participation in the work force before retirement. This speaks well of the work that is being done by the adult educators based upon the adult education legislation.

Mr. Chairman, I would like to conclude by giving you three or four specific things which I feel are imperative to the continued enactment of adult education. Adult education pays rich financial, personal, and social dividends, and these dividends do not come 12, 16, 20 years from now but they begin almost immediately. These enrichments, these returns, start as soon as the adult enrolls in the adult basic education class and continues until he finds himself involved in a lifelong learning process, which adult basic education begins.

I think Congress very wisely addressed itself to this question under your leadership in 1966 and again in 1970. I think the authorization of $225 million was a figure that was well planned. It was not just something you pulled out of the air. I really believe that this figure today is one that is needed desperately in adult basic education.

However, as you know, in 1972 we were given $51.3 million. But I think the track record speaks of the fact we spent this money very well. There was a time when adult educators could not have handled $225 million, but we are geared to the point now, through training and staff development and organization, to where we can profitably and accountably handle a $225 million authorization.

However, the major problem, as I see it, is the fact that the act ends June 30 unless Congress wisely continues the act. The council, in concert with six other adult education organizations, recommends to you and, through your subcommittee, to Congress the continuation of the adult education portion of H.R. 69.

In fact, we would like to recommend that there be an expansion to allow for the 12th-grade completion. This is in the law, but we have never had funds enough, according to the U.S. Office of Education, to continue to help people past the 8th-grade level.

The council has incorporated several other recommendations in its 1973 Annual Report for the Adult Education Act based upon a survey taken with adult educators in our Nation. This will be forthcoming in about 25 days, and we wholeheartedly recommend that this report be made a part of the records of this hearing if we can postdate this and that you give favorable consideration to these recommendations and to the enactment of H.R. 69. Thank you.

Chairman PERKINS. Mr. Cook.

Mr. COOK. Mr. Chairman, Mrs. Mary Turner, representing the National Council of Urban Administrators of Adult Education; director of Adult Education, District of Columbia Public Schools.

STATEMENT OF MARY TURNER, REPRESENTING THE NATIONAL COUNCIL OF URBAN ADMINISTRATORS OF ADULT EDUCATION; DIRECTOR OF ADULT EDUCATION, DISTRICT OF COLUMBIA PUBLIC SCHOOLS

Mrs. TURNER. Thank you, Mr. Chairman, I am especially happy to be here this morning and even happier to know that you are in our corner before we begin to make a strong plea to you.

Our organization is involved with approximately 60 percent of the population in 161 large cities in the United States. We all know of the many problems that face us in urban areas, and I would like to point out this morning how I think that adult education is helping to relieve and to solve some of those problems.

Very briefly, our clientele covers a broad spectrum of adults in these urban areas. A large group is made up of the elementary and secondary school dropouts. They are sometimes called the "push-outs" I would like to add that they could also be called the "snatch-outs", because many of the parents themselves, with limited education, feel threatened by their children, when the children go on to become better educated than the parents. So we get a snatching action.

I recall the student that we had many years ago who was a brilliant girl and, when we spoke to her about her language in school and pointed out that she had been trained in a better way, she said, "If I go home talking the way you teach me to talk in school, my parents will make me drop out, because they will think I feel better than they are."

This same group of dropouts come fairly readily to adult education, because we have the small classes; we are able to give individualized instruction.

We have managed, in the years since 1966, to develop materials that have an immediate positive effect on the students. In addition to that, publishers of materials have gone along with our requests.

Our clientele also includes the emotionally and physically handicapped adult who must be given basic educational skills in order to survive in these urban areas in which they find themselves. More and more, as it becomes more difficult to survive in a rural area, we have a large number of migrants coming into urban areas who need adult basic education in order to adjust to the new housing patterns and to the new means of general survival, such as consumer education and simple purchasing.

You know that all of our urban areas are now cross sections of multilingual citizens. Again, adult education teachers not just the literally skills to these foreign students who are coming to our shores, but we are also giving citizenship training to welcome them finally into our country.

There is a large segment of school-age parents, both girls and young men, whose new responsibilities of parenthood make employment necessary, and therefore they must have additional educational opportunities to supplement the education that they missed by having dropped out of school so very early.

We also have casualties of the new technology, where types of employment have changed and many of the adults who are now working are not prepared to go into jobs requiring special skills of arithmetic and reading that they do get through adult education.

We have to face the fact, too, that our urban areas include large numbers of what we call prison-experienced adults, either inmates themselves or probationers or prereleases or residents of halfway houses.

I think a group that particularly pulls at our heartstrings as adult educators in the urban areas are the senior citizens who are attempting to exist on a meager fixed income, who need even the socializing opportunities; and by "socializing" I don't mean parties; I mean the opportunity to interrelate with people of their own age and yet to learn.

I think of an 83-year-old adult student in the District of Columbia, and I am sure if she has known of any hearings you are holdng, that she has been tugging at your coattails, because she started coming to our classes 3 years ago because she was living in a senior citizen development; she was tired of talking to other old ladies and men who weren't doing anything, and she came to the center so pleased and thrilled with what she was learning that she said, "You know, there are lots of old people back there where I live, and I don't know whether they are too dumb to come out or too lazy to come out."

"But," she said, "give me work and I will take it to them." And this she did, and each day she would bring back their papers to be corrected.

Since being involved, she has become very active in civic affairs, and the last report, I am told, she is now modeling for a fashion show to demonstrate costumes that little old ladies can wear and look pretty.

We have also among our clientele other institutionalized adults to whom we carry education, because this is one of the great capablities of adult basic education. We don't have to have the people come to us but, because of the foresight of the planners of the legislation, we are able to carry education to the people where they are. We have, among these, the drug abuse centers and hospitals.

I would like to point out some things about welfare recipients. It is nothing new, but we are told and we find, as we try to go in and pull people into adult education from welfare rolls—they tell us some pretty hard facts when we say, "Come and get additional education because then you can get a better job." They sit down and explain to us that with just their own meager educational ability, any job that they get will pay them less than the welfare grant.

Through adult education, we have been able to give these people basic skills to interest them in self-advancement, and a large number, in the District anyway, have been removed from welfare rolls. I am sure this is true in other large cities.

We have a new group of voters who have become eligible for voting each year, and we are interested in people voting wisely.

Again, through adult education, we are able to teach critical reading skills and critical thinking skills which they did not get as they came along through school. This training encourages these people into leadership rolls.

We have another group of adults that I think often we forget about when we talk about education, but we have that group of formerly sheltered adults whom I call the newly dependent ones—widows, who, when they were more fortunate, did not have to work and who now find themselves without sufficient education or skills. Adult education reaches these people, too, and this is important.

Then we have the group that we all talk about because we know it is so important, the student who wishes to get a high school diploma or the high school equivalency. Adult education serves these people.

This list, of course, shows how broad the needs are in the District, not only in the District but in the other urban areas of our country.

We call to your attention that the typical adult student is a disadvantaged student, and he is a parent of disadvantaged children. He is usually apathetic about education. This is the student-snatching group I talked about. So in adult education, we push for simultaneous education. We say we can have an impact on some of the social problems of the urban areas if we can simultaneously educate both the child and the parent.

But, as the parent grows in self-respect, brought about by his new ability in reading and arithmetic and by the new understanding that he has of his child, he gets a new respect from his child. He is not so easily duped. Then his income increases and, as his income increases, his standard of living obviously improves.

A point which we would like to call to your attention is that, as his income improves, of course, his tax dollars are added to the economic base of our country. As an example, one of the leading centers in the District of Columbia, the Adult Education Demonstration Center, estimated in fiscal year 1972 that an additional $2,507,000 of new tax money came into the Treasury as a result of the adults who, after getting basic education, either got jobs or got jobs that paid more. I think that these are real figures.

I talked about the senior citizens and what we have learned as administrators about the dropouts. We also know that adult education is a vehicle through which wrongdoers find a positive way of earning a living. This is a fact that we don't like to talk about, but one I think we have to face, that much of the crime wave or part of the crime wave in urban areas comes from people who are undereducated and who understand no other way to survive. If adult education can change the attitudes and give additional skills to these people, we are going to make the city safer for you and me to walk the streets, or indeed even to live in our own homes as well as to enter them.

Dave Puddington, the executive secretary of the NCVANE, is here with me with some backup material that we would like permission later to enter into the record unless you would like to have Dave say one or two words about the major cities and the statistics that they have.

We point out these facts to you. We thank you for your indulgence and ask that you support H.R. 69 to enable adult education to continue to reach out to the adults in the categories that we have described.

Chairman PERKINS. Let me say that we have several questions but I thought we might expedite the hearings if we let all of you make your statements first. But we are particularly concerned to what extent you people are able to take care of the adult education applicants in the country, in your own localities, your own cities and communities and to what extent we are taking care of the great need that exists and the accomplishments of your programs.

Go ahead, Mr. Cook.

Mr. COOK. Mr. Chairman. Mr. Bill Ghan, representing the National Council of State Directors of Adult Education, coordinator of career and adult education of Missouri.

[Mr. Ghan's prepared testimony follows:]

PREPARED TESTIMONY OF THE NATIONAL COUNCIL OF STATE DIRECTORS OF ADULT EDUCATION, BILL GHAN, COORDINATOR, ADULT EDUCATION, MISSOURI STATE DEPARTMENT OF EDUCATION

Mr. Chairman and Members of the Subcommittee:

Today I am appearing as chairman of the National Council of State Directors of Adult Education. The membership of this group is composed of the State Directors of Adult Education from all the states and territories.

I am pleased to testify in support of House Bill 69. I am specifically interested in that portion of the Act relating to Adult Education.

The target population for this program is the 64 million in the United States who have less than a high school education. Many of these people are the hard-core unemployed who lack the capability to take advantage of vocational training programs offered in the vocational-technical schools of our states. They include many who are welfare recipients and who need basic skills training before they can be removed from the welfare rolls and become taxpayers instead of tax-eaters. I feel that one of the high educational priorities should be to raise the educational level of every adult to a high school equivalency level in order to equip him for vocational education, employment, or promotion on the job. If we did this, it would enable the undereducated adult to increase his self-respect and dignity and become economically self-sustaining.

Some of the Unique features used in the Adult Basic Education program are: (1) instruction and instructional materials are provided at no cost to the adult student, (2) classes are small and utilize individualized instructional techniques and materials, (3) students may enter the program at any time and progress at a rate commensurate with the students' time and effort, (4) the program is taken to the people—classes may be held in churches, civic centers, housing projects, prisons, industrial plants, and migrant camps, as well as well as in the facilties of all types of educational institutions.

The Adult Education Program operated under this Act could be called one of America's great success storeis in education. During FY72; 812.023 adult students received training under the provisions of this Act. The total Federal expenditure was $51.3 million. Many of these adults learned, not just fundamentals of language arts and mathematics, but they have also taken a giant step toward becoming truly productive members of our society. If earning power, increased tax contributions, decreased welfare payments, and other dollars and cents items could be accurately measured, it would probably indicate that the modest investment actually represents a national savings.

In 1958 less than twelve states had full-time Directors of Adult Education employed in State Departments of Education. Today fifty-six states and territories have full-time directors. This is important because these are the people who provide the leadership which has stimulated the Adult Basic Education Program to grow from 484,626 enrollees in 1969 to over 812,023 in 1972.

The main factor prohibiting further growth is the limited funds which have been provided for the implementation of local programs. The Act authorizes the expenditure of $225 million but has been funded at a level of $51.3 million. This limited funding has resulted in limited programming at the local level and has restricted expansion to the high school level for adults.

The National Council of State Directors of Adult Education meeting in Washington, D.C., on February 27, 1973, passed the following resolutions:

WHEREAS, adult education is just becoming of age and needs continued Federal consideration, we support the extension of the Elementary and Secondary Education Act, Title III, Amendments to the Adult Education Act of 1966, through the passage of Legislative Bill H.R. 69, and

WHEREAS, in light of the experience with the Adult Education Act as amended in 1970, we recommend the expansion an improvement of the proposed adult education legislation contained in House Bill H.R. 69, and

WHEREAS, based upon the present need, in conjunction with successes in working with disadvantaged adults, we recommend funding for adult education at th elevel authorized by existing adult education legislation, Public Law 91-230.

Therefore, be it resolved, that the State Directors of Adult Education, in session February 26-27, 1973, hereby adopt and support the above resolutions.

The administrative machinery has been established for the implementation of programs in Adult Basic Education at the state and local levels during the past seven years. Significant breakthroughs have been made and we are on the threshold of offering to every undereducated adult the opportunity to gain those basic educational skills necessary to function in our modern society. We recommend the continuation and expansion of the Adult Basic Education Program through the passage of H.R. 69.

STATEMENT OF BILL GHAN, REPRESENTING THE NATIONAL COUNCIL OF STATE DIRECTORS OF ADULT EDUCATION, COORDINATOR OF CAREER AND ADULT EDUCATION, STATE OF MISSOURI

Mr. GHAN. Mr. Chairman and members of the subcommittee, it is a pleasure to be here with you today. I am accompanied by Mr. Jim Dorland, who serves as our executive secretary and also executive director of the National Association for Public Continuing Adult Education.

We are here to express our support to you for H.R. 69 especially the adult education portion of that bill. I would like for you to imagine, if you could, that you are one of the 64 million adults in this country and you have applied for a job and been refused this job because you did not have the high school diploma.

As you know, this is a credential society. Credentials are important. Eighth grade diplomas are important. The high school diploma or its equivalency is extremely important. Then if you could, I would like for you to imagine that you are one of the 24 million estimated adults 18 years of age or over who have never learned to read well enough to function in our society.

I might point out to you that these individuals are located in every county, in every State, in the rural areas, and in the urban areas of this country. We have a program in the southern Ozark hills of our State located in a small church.

We had 12 individuals who were enrolled in this program. They received their high school equivalency diploma, later enrolled in a nearby area vocational school, and at the present time are employed in an industry that recently moved into that area.

These 24 million adults, who cannot read, cannot take advantage of the food sales. As you know, in this day and time this is extremely important.

We have observed adults going into the super market and selecting their canned goods by the picture they see, not by the price or by taking advantage of those which might be cheaper.

We have observed individuals who would like to travel from one side of town to another but could not read the street signs, could not read the signs on a bus to enable them to go across town to see someone of their relatives.

We have been told this morning about adults who could not assist their children in doing their homework. They might be embarrassed by the fact that their child had advanced farther than they have.

We know of individuals who cannot read, cannot read the Bible and enrich their spiritual life. We know all of these individuals in a country which has the capability of sending men to the Moon.

I recently read in a Department of Labor publication that 25 years ago, 25 percent of all of the jobs available in this country could be held by the functionally illiterate. This same article stated that by 1975, 5 percent of the jobs are available to the functionally illiterate. This, as a result of modern technology.

I would like to talk just a minute about some of the unique features that we find in our adult education programs in all of the States. As you know, through the legislation, there is no cost to the students. We provide them with pencil and paper. The only thing that is necessary is that they provide transportation.

We insist that our classes remain small to give the individual attention that the person might have missed in previous educational experiences. The program is open entry. We allow them to enroll in the program at any time and to complete the program at any time.

Individual instruction is the name of the game. We take the program to the people. Many programs are located in store fronts, others in church buildings. We take the program to the individual offering him an opportunity, an opportunity that he deserves.

As has been previously mentioned, last year in this country we received 912,000 adults in adult basic education classes. This with a total Federal expenditure of $51.3 million as compared to the authorized expenditure of $225 million.

I might say that this might be the greatest educational investment of any of our programs. We have, as a result of this legislation, set up a functional delivery system. In 1958, 12 States had directors of adult education. This year, 56 States and territories have full time directors of adult education.

We have the delivery system. We have the individuals needing the program. We need to continue the program. We need to expand the program. It is my opinion that the main factor prohibting further growth is limited funds.

Last week, meeting here in Washington, the National Council of State Directors of Adult Education passed the following resolution and I would like to read it to you because it is important to us:

> Whereas adult education is just becoming of age and needs continued Federal consideration, we support the extension of the elementary and secondary Act title 3 amendments through the passage of legislative Bill H.R. 69, and whereas in light of the experience with the Adult Education Act as amended in 1970, we recommend the expansion and improvement of the proposed adult education legislation contained in H.R. 69; whereas based upon the present need in conjunction with success and working with disadvantaged adults, we recommend funding of adult education at a level authorized by existing legislation. Therefore be it resolved that State directors of adult education in session February 26 and 27 hereby adopt and support the above resolution.

We have the administrative machinery. We need to continue the program. We recommend the continuation and expansion of the adult basic education program through the passage of H.R. 69. Thank you.

Mr. Cook. Mr. Chairman, Dr. Ernest Dow, executive director, National Association of Black Adult Educators, District of Columbia.

[Dr. Dow's prepared statement follows:]

Testimony of Dr. Ernest A. Dow, Executive Director, National Association of Black Adult Educators

Mr. Chairman, Members of the House Committee on Education and Labor, I am appreciative of your thoughtfulness in affording me, this morning, an opportunity to speak to you on behalf of the National Association of Black Adult Educators in support of the continuation for five years of the Elementary and Secondary Education Act of 1966, as amended; H.R. 69; and the School Finance Act of 1973, H.R. 16.

In our judgment, the expiration of the Elementary and Secondary Education Act of 1966, as amended, as of June 30, 1973, would be a giant and disastrous step, which would undermine the public good, by diminishing to miniscule proportions, progress and funding geared to providing opportunities to educate a substantial number of persons who comprise members of your constituency.

NABAE's support of the School Finance Act of 1973, H.R. 16, is based on our opinion, that it is the commencement of an equitable process and/or formula for financing phases of the educational needs of this country. Financing of education in the manner which the Serano decision, California, August 1971, attempts to correct, will only augment the number of persons bypassed and miseducated. This is a luxury of neglect which this nation cannot afford and the people should not permit.

Although we support the Act, we would like to suggest certain amendments to the Act. We believe that the Statement of Purpose which represents a philosophy for adult education should be broadened to reflect and to set the tone for the realization and appreciation, that adult education must be a process of life long learning. Learning which must address itself not only to the economic needs, but to the human and aesthetic needs of people.

It is essential the Congress identify with the broader concept of life span education, pointing up the fact that an enlightened people discharge their sovereignty with excellence. And that such action insures to the benefit of each individual and to the country as a whole.

We believe that there is need for greater clarity in the definition of adult education. We do concur with the recognition of independent thrusts for adults who are in need of adult basic education and secondary education. We believe that these separations should continue, because those persons who are in need of adult basic education are individuals who are most severely under-educated and therefore most in need of more resources than other adults who had greater contact with the educating system. These individuals require specific congressional protection. Therefore, we suggest the creation of two separate titles with their own appropriation and formula. We suggest an Adult Basic Education Title, and that it be clearly indicated that person intended to be covered here are persons with a less than eight grade education and competency. We suggest that a second title should be for Adult Secondary Education, which would include persons having less than a high school education or competency, and that an appropriation and formula should be developed for these categories of persons. We believe that these initial thrusts on behalf of educating adults could be developed without losing what should be the overall thrust of Congress; the providing of educational opportunities throughout the life of the individual. We believe firmly that such a congressional posture on education will be a catalyst for New Alternatives for Better "All Ages" Education.

We believe that there should be a continuation of the National Advisory Council on Adult Education with its present responsibility. The need for the educating of adults in this country has such a low visibility and its importance is not understood by many persons in government and the private sector, that there is a pressing and glaring need for Adult Education to have a body which looks out for its effective growth and development. Since our society is one which because of its technological advancement requires precise knowledge and skills for coping and survival, it is in the interest of the nation that a Council charged with the responsibility of moving Adult Education to the appropriate level be maintained.

However, we suggest that in the enumerations of the qualifications of individuals who should serve on said Council, that Congress express specific intent, that the fact that America is ethnically heterogeneous be reflected on said Council. We believe that the specific and deliberate inclusion of multi-cultural and multi-ethnic membership on the Council will provide a broader and more realistic basis from which wholesale and comprehensive recommendations and policies will flow.

We further suggest that there be specific recommendation that the State Plan provide for Advisory Councils similarly structured as the National Advisory Council on Adult Education. Further, that a machinery be developed for a minimum of semi-annual meetings between representatives of the State Plan Advisory Councils and the National Advisory Council. We view such structuring as the nucleus for the establishment of a national comprehensive program of education for adults.

We view the special experimental demonstration projects and teacher training as vital inclusions in this Act. Those persons who are most in need of adult education in this country are the Blacks and other members of our non-dominant community. The need to develop education leadership and to educate others who are involved in the education of the American people with pertinent cultural and ethnic materials can commence from these projects. These demonstration projects and teacher training entities provide the opportunity for kneading into the education process cultural and ethnic understanding and further insures harmony between people.

In conclusion, may I express the firm conviction of the National Association of Black Adult Educators that the continuation of H.R. 69 and H.R. 16, with the necessary amendments, will result in the development of persons who will build a sound nation.

STATEMENT OF ERNEST DOW, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF BLACK ADULT EDUCATORS, DISTRICT OF COLUMBIA

Dr. Dow. Mr. Chairman, and Mr. Meeds, I am appreciative of the thoughtfulness of the committee in affording us an opportunity to testify this morning. I am accompanied this morning by Dr. Robert Frelow, an assistant superintendent of public instruction in the State of New York and also the Chairman of my organization chapter in West Chester County.

I am also accompanied by Major George Dumas, Chairman of the Veteran Education and Affairs Committee of my organization. Within the perimeter of the time permitted us, I would like to ask Dr. Frelow to make some comments on this matter this morning.

Initially, I would like to state that my organization is in support of the continuation of H.R. 69 for 5 years and also in support of the School Finance bill H.R. 16 introduced by you on January 3, 1973.

We believe that the philosophy of adult education is not appreciated in this country and that it should be the ongoing intent of this committee to attempt to have the American populace understand the nature of the needs for adult education.

In this time of technological advancement, it is essential that persons be educated throughout their life so that they could function critically, make critical determinations and be supportive of their own needs, the community's and the operation of Government.

Unless such educational opportunities are permitted, we will have a weakening of the constituencies, who must function and assisting in the development of this country. Specifically, with regards to H.R. 69, we do feel that categorical funding and categorial programs ought to be emphasized, within the area of adult education. Unless the groups within this area are protected, we might find that programs are diminishing and viable structuring for the educating of adults most difficult.

Also in the area of secondary education, we think that that area ought to be specifically protected by a title and specific funding. When we look at the universe of need, there ought to be additional and adequate funding for secondary education, distinct from the needs of adult basic education.

We think that the need in America for adult education is of such germain importance, that bodies like the National Advisory Council on Adult Education, which look out for its growth and development, should be continued in order to make certain that is properly appreciated, supported, structured and funded.

We also feel that the States ought to have State advisory councils which would have similar responsibility and which have some ongoing relationship with the National Advisory Council.

At this point I would like to ask Dr. Robert Frelow to make some comments.

Dr. **Frelow**. Mr. Chairman, I appreciate the opportunity to speak to the committee. First of all I would like to say that a lot of the comments that have gone before, certainly our Chapter in New York, the West Chester Chapter of NABAE supports all of the things that have been said before as it relates to adult education.

I would like to add however, that we feel that the impact of adult education on individual members of the adult community has an impact not only on the individuals themselves but on the community in which they serve.

I would like to bring to you a word from those communities which say that we feel that adult education has contributed not only to the individuals growth but to the students themselves. One of the previous speakers has said that one of the important aspects of a parent learning how to read is that it has an impact on their children.

I would like to report to you that one of the demonstration projects in our community has resulted in a significant achievement improvement of youngsters within that community and this is not rhetoric. We have in our community this particular data.

I would also like to go on record as saying that we feel that adult education programs have had an impact on the achievement or rather of reducing the gap between the achievement of blacks and the achievements of whites. This sounds like a very presumptous statement but I think if you were to look at the monthly labor record of 1970 you would see that since 1950 there has been a reduction in the gap, the achievement gap between blacks and whites.

In 1950 the median achievement was approximately 5 years. In 1965 it had been reduced to 2 years. The projection is that by 1985 the difference in achievement between blacks and whites will be, 30.

We feel, however, that this projection is based on the assumption that current programs in adult education will be sustained, that they will be expanded, and the amount of funding that they are currently receiving will be also be expanded.

We feel that this kind of statistic shows that our efforts in adult education have had a significant impact on the achievement of blacks and whites in this country, and with that kind of substantive data, the rational for adult education finds its basis not only in rhetoric, not only in emotion but in actual achievement of people within this society.

Finally, I am interested in research. I think that as often as we can support our legislative bills with substantive data, as often as we can do that the better we will be able to make decisions about the future. However, it is important that the levels of fundng be maintained so that new variables are not introduced when we are looking at present and past information.

In conclusion let us hope that the level of funding will be sustained over the years so we can have some longitudinal data to look at in terms of the impact of these kinds of legislation on participants. Thank you.

Mr. COOK. Mr. Chairman, Mr. Robert Rupert, legislation chairman, National Association for Public Continuing and Adult Education, Administrator Continuing Education, Los Angeles City Unified School District.

STATEMENT OF ROBERT RUPERT, LEGISLATION CHAIRMAN, NATIONAL ASSOCIATION FOR PUBLIC CONTINUING AND ADULT EDUCATION, ADMINISTRATOR CONTINUING EDUCATION, LOS ANGELES CITY UNIFIED SCHOOL DISTRICT

Mr. RUPERT. Mr. Chairman and members of the committee, I would like to thank you on behalf of our president, Judson Bradshaw, and our executive director, Jim Dorland.

Chairman PERKINS. I am most interested to see the results obtained from your program. I know you people came here on many occasions before we had it set up. We would get our bill to the Rules Committee back in the early sixties or late fifties but that was as high as we could get it.

Mr. RUPERT. I will give you some of those data because we can show you a record of progress by statistics. I wear two hats because I am from a very large school district and large adult education program. We are celebrating our 85th anniversary and our motto is that we are over 85 and still alive. We have managed all of this year in adult education to keep the ball rolling and we hope we have things to share with other people.

Our posture is unanimous and solid support for H.R. 69.

We believe in categorical aid strongly. We believe in the comments you made earlier. Without it we don't feel that nationally we can survive. As a matter of fact, adult education throughout the country, as mentioned by Bill, has grown to maturity through this vehicle, through Federal funding, through the addition of State directors in many of our States and territories, and through leadership of our National Advisory Council on Adult Education.

Without those federally funded portions of our program, we would be indeed in deep trouble. Let me use the Los Angeles picture as an example to show you that we do deal in people-oriented services. I know that is important to all of the members of the committee.

Our program in California actually began not in the school but in the church, St. Mary's Cathedral in 1956. Unfortunately we can't brag about that. We have developed over the past 5 years, we feel, a fairly unique statistic gathering system, so I come to you today not telling you what happened last year but telling you what is going to happen by the end of this year because we have developed a statistical sampling which projects a total of 70,000 students being enrolled in our State for fiscal year 1972.

We know that by the end of the year with statistical sampling method again that about little less than half of those people will have been employed at the same time they were taking adult education programs. They are part-time students.

About 6,000 of those will have been unemployed and you have to realize some of those are housewives and are raising families. Approximately 9,000 of those 70,000 will have been receiving public assistance during their schooling.

At the end of the year over 1,500 will have achieved eighth grade diplomas and about 2,500 will have gone on and enrolled in high school programs because of the adult basic education they received.

A little over 600 will have passed the general education development test which provides high school equivalency for getting a job.

Perhaps on the basis of accountability, which Dr. Cohen mentioned, and with adult basic education being so involved in the accountability factor, over 3,000 of these people have gone on to enroll in occupational or manpower programs to attempt to get a job or to upgrade a job skill.

We know that this year over 500 will have been separated from the welfare rolls. That was true last year and the year before. We are hitting right about that number each year. In terms of hard core dollars that is over $2 million per fiscal year being taken off the welfare role.

Over 2,500 of these people will have been employed as a result of adult basic education skills; not going on to further training, but actually becoming employed. About 1,300 will have upgraded themselves in their current jobs, probably getting a raise.

That is a determination of upgrading for people with basic education. Here is another important item and one which we feel very strongly about. Over 1,600 will have registered to vote the first time this year. In California over 1,500 will have received a drivers license for the first time. That might not seem important to you but if you have been in L.A. and San Francisco without a car, you know you are in trouble.

Mr. MEEDS. The fact that 1,600 people that have registered to vote are in this program might hurt you in some administrations.

Mr. RUPERT. We do have a large voting audience and we continue to point that out.

Finally here is one which would be important to other people. Three thousand seven hundred and one people will have received special instruction for preparing an income tax form. I think that speaks loudly for the program. We started to gather those statistics for the first time this year. In California, perhaps because we have some experience, we are able to gather some of these kinds of vital statistics which tell you something about our program.

It is not much different in my home city in Los Angeles. In Los Angeles, the adult education program is 85 years old and it is no coincidence that the first program back in 1886 was a basic education program.

We have educated since 1965 a little over 30,000 students in our program. These are voluntary students. They don't get paid to come to class. They are self motivated for self improvement. We have English for the foreign students and the migrant students.

The program is designed to provide reading and writing skills for adults lacking that eighth grade diploma. The emphasis is placed on basic reading, language, and the mathematical skills. Classes in adult basic education are taught both day and night. We have run from 8 in the morning to 10 at night.

Many of our classes are in a variety of branch locations. We lease facilities. We use bungalows on school grounds. We use churches. We have classes in factories and classes in social service agencies. We brag that we take the program to the people wherever anybody is willing to learn. In this way we have close ties with that community which is so important where in the community the community sees what is happening and we receive their support in that way.

Some of the results are much like those which I have itemized for you on the State program. People earn eighth grade diplomas. They enroll in a high school diploma course to go on. They secure employment or get job promotions. They become citizens. They acquire drivers licenses, et cetera, et cetera.

Basically speaking, we would like to emphasize that we do feel that we have a very strong people-oriented program. For that reason we are proud to point to it time and time again. In summation, as far as my portion of the testimony goes, I would like to point that the posture of NAPCAE is that of complete support for H.R. 69 and complete support for the idea of categorical aid.

We have reviewed for you some of the successes and statistical data we have gathered in the West. We know nationally H.R. 69 will help the profession to mature and will help the profession to stay alive. Thank you.

Mr. Cook. Mr. Chairman, Mr. Charles Wood, Executive Director, Adult Education Association of the United States, District of Columbia.

STATEMENT OF CHARLES WOOD, EXECUTIVE DIRECTOR, ADULT EDUCATION ASSOCIATION OF THE UNITED STATES, DISTRICT OF COLUMBIA

Mr. Wood. Mr. Chairman and other members of the committee, we, too, want to thank you for the opportunity of appearing here this morning. I represent, as executive director and on behalf of our legislative chairman, Dr. Flowers, the Adult Education Association, United States of America.

I would like to point out that our association includes people engaged in adult education in a number of diverse kinds of programs —cooperative extension, university extension, formal and informal programs, adult basic education programs, programs funded with public funds, and programs funded with nonpublic funds.

I point this out because I want to make it very clear that every segment of our membership, whether engaged directly in the operation of programs funded under the Adult Basic Education Act of 1966 or not, are vigorously and firmly committed to the funding of this program. Every one of our members realize that the whole concept of lifelong earning really has no meaning for the professional, for the housewife, for the hobbyist, for the person seeking to upgrade his skill on the job if the basic educational deficiencies of a significant segment of our adult population are not being met.

AEA–USA considers the funding of adult basic education programs as sort of a keystone or foundation on which the whole concept of lifelong earning hopefully one day will achieve a status which our society needs if it is to solve its most basic problems.

There are two points made in our written statement.

Chairman **Perkins**. Let me interrupt you a minute. I have one of our very distinguished colleagues here. Congressman Lehman has some distinguished visitors in the audience, and we would like him to introduce them.

Mr. **Lehman**. I have a friend of mine from the Dade County school board, the coordinator of the south central district, title I program, basically junior high school level, Sue Stevens. She is doing a marvelous job down there. Thank you, Mr. Chairman.

Chairman **Perkins**. You can let her make a statement in a few moments if you want to. Go ahead, Mr. Wood.

Mr. **Wood**. There are two points we would like to make. I think the case for how these funds are used to meet basic needs in the classroom, has been very well made. There are two other aspects of the funding provided which I would like to highlight. Those are: research and teacher training. We feel that the research moneys which are provided under this act are extremely important in order to achieve maximum effectiveness in program and in order to provide accountability, which is so important.

Secondly, we feel that the moneys provided for teacher training have demonstrated, time and time again, the importance of the Federal input into this very important area. Teacher training for people who work in programs of adult education must be done regionally to maximize impact and to provide sharing of experiences and results. Teaching functionally illiterate people is not an easy task and requires specialized training even for a very experienced classroom teacher.

We feel strongly that the modest Federal funding for adult education which is currently provided and which H.R. 69, if enacted, would continue is barely adequate to give credibility to what has been a repeatedly asserted commitment of at least the last three administrations: To eradicate functional illiteracy among a significant segment of our adult population.

We are also pleased to note that H.R. 69, if enacted would extend the life of the National Advisory Council for Adult Education. This Council, in our view, fulfills an extremely important mission in providing to the executive branch advise and counsel on adult education needs.

The testimony of Council representatives at this hearing today is but one evidence of the Council's commitment to use every available avenue of communication in behalf of the adult education needs of our people.

Finally, I would like to comment on why we feel so strongly committed to categorical aid: (1) We feel that the national commitment to eradicate functional illiteracy must be sustained by some kind of Federal input consistent with that commitment and clearly earmarked for this program; (2) We see nothing particularly wrong or inconsistent—in fact, we feel it is very consistent with our Federal system—about a Federal taxpayer determining, through his elected representatives, how his Federal tax dollar is to be spent, whether in Alabama or Maine. We feel adult education enjoys widespread support nationwide and should be funded categorically.

(3) Last, we feel that the mobility of our population today, which is accelerating at a rapid rate, suggests that citizens in every State or in each State have a legitimate concern over what happens in other States and that the educational deficiencies of adults moving from one State can become the socioeconomic problems of other States which have attempted, through their own resources, to prevent these deficiencies.

With regard to H.R. 16, our association has not taken a position based on an analysis of the bill. I would, however, comment that we, in the past, have expressed our commitment to the concept that persons should not suffer educational deprivation based on an inequality of the tax base from one community to another; and the extent to which H.R. 16 is designed to do something about that, it would certainly merit our support. Thank you very much.

Mr. Cook. Mr. Chairman, may I introduce Mr. Ray Ast, Jr., Chairman, Coalition of Adult Education Organizations; Administrator of Adult Continuing Education Services, Montclair State College, State of New Jersey.

STATEMENT OF RAY AST, JR., CHAIRMAN, COALITION OF ADULT EDUCATION ORGANIZATIONS; ADMINISTRATOR OF ADULT CONTINUING EDUCATION SERVICES, MONTCLAIR STATE COLLEGE, STATE OF NEW JERSEY

Mr. Ast. Mr. Chairman and members of the committee, I am privileged to be here. I represent the coalition of adult education organizations. This organization is made up as you will see listed on the first page of my part of the written testimony at the end of this particular folder of material.

In addition to the several national organizations represented here, there are some 12 other national organizations represented within the coalition.

The coalition, at its meeting of the board of directors on last Thursday and Friday, voted unanimously to support the testimony as presented by the former testifiers this morning. I would like to add some supplemental reference to the testimony that we have presented within our written document.

You were speaking earlier of historic background. Perhaps I have been involved in adult education longer than anyone else in this particular group. I go back 35 years, when I first began as a volunteer instructor in a scouting leadership training program, Erie County Council of the Boy Scouts of America.

We began to recognize that early the limited opportunities for many adults who did not have high skill level in communication skills, reading skills, and were unable to participate as leaders in Scouting organizations. That was in 1938.

I attempted a little later—2 years later, in 1940—in a rural community, to try to undertake a similar effort. It was well nigh impossible to bring people about because of the lack of leadership at the State level and at the national level to give us guidance and assistance in developing programs for adult leaders who would participate in segments of community leadership efforts.

In World War II, I had an opportunity to become very intimately connected with problems of the functionally illiterate. The assignment that I had was that at an induction station, assessing those individuals to be drafted who were identified as illiterates. The question of the manpower needs of that particular time to bring persons into the military services, the Armed Forces, was such that the military established an ASTP program for the purpose of assisting men who had the potential for being able to learn to read, to communicate, and those other skills necessary for military service to be sent to a military training program before they were sent to regular units.

An outcome following this assignment was that of counseling persons leaving the military services, persons who had gained beginning skills within the military. We had no place to refer them upon leaving service. Even under the GI bill, which we had ample opportunity to utilize, it was such that when we brought soldiers back to civilian life they would ask, "I have gotten a start in literacy; I would like to move on to high school, going out of my military service," We had educational opportunity listings for many States and many communities, yet I had to acknowledge time and again, "There is no program available for you to continue your education" —perhaps through home study, perhaps through an extension of a program that might later be developed.

Following World War II, I had the opportunity of serving as administrator of a community adult school program in the State of New Jersey, which was designed essentially for those persons who were functioning members of society. It was a feed-base type program.

For a number of years, we sought to undertake some type of program that would be desirable and necessary for those who were often overlooked within the segments of these affluent suburban communities in New Jersey. It was not until the introduction of the first 1964 adult basic education legislation that we were able to undertake a program with the limited funds available to us; we were able to introduce only 125, and we had another 125 waiting to become enrolled, but limited funds prevented us.

In terms of future developments through the efforts of not only the National Advisory Council and through the desire of Congress and its national leadership developed throughout our Nation in adult education, we developed in New Jersey a concept known as adult education resource centers. They provide resource services to communities or agencies throughout the entire State of New Jersey in an attempt to get the most up-to-date, the most qualified type of program under way for those persons who were economically disadvantaged, educationally disadvantaged, and to provide a career opportunity for each and every one of the persons in each of these communities.

But here again, even in the State of New Jersey, the limited availability of funds to undertake a full-scope program means we have only scratched the surface today.

At the Montclair State College Adult Education Center, we were also able to serve the Nation as a whole, in terms of acquisition, assessment, and information distribution about instructional materials desirable for use with adult basic education programs, whether they be in the small Indian community of Nevada or whether they be in the migrant stream from the State of Florida moving North, to provide to adult education programs an awareness of instructional materials desirable for aiding teachers, leaders, paraprofessionals in developing more effective learning situations for the less-advantaged adult population of our society.

I had the privilege of participating, along with several others, in the U.S. delegation to the World Conference on Adult Education. We were able to share U.S. developments with many programs going on throughout the world, to compare the growth and development of basic education programs for people everywhere providing equal opportunities in terms of developing those skills necessary to live within a society today.

Every effort, according to the CAEO board during its discussions the other day, should be made to provide that opportunity to every person, no matter where he lives, to attain those skills necessary for him to have continuous alternative opportunities for further education.

I will give you a specific example. I have a young woman who is a grandmother that we have just employed. Going back to the time of World War II, she was a crane operator assistant. She had been a bus driver, a waitress, and a number of other less-significant tasks in terms of her own goals and aims.

She was able to complete sufficient reading and computational communication skills through adult basic education program to move on through the high school equivalency level, and now she is moving into a college level program. We have hired her as part of our G.E.D. flexible testing program at Montclair State College.

This development is a breakthrough that we recognize is symptomatic of the growth for an individual who has basic opportunity to develop these skills.

Another example was in a learning center development that we undertook in the State of New Jersey where we were able to take several persons who at that time had less than a sixth-grade reading level. We were able to move them along within a period of 2 short years so that each of the two are now enrolled in a community college.

These are simple examples of why we see the support of the Coalition of Adult Education Organizations to this legislative effort, because basic skills are necessary for the opportunity of each individual to arrive at alternative routes to further his education and his own career development.

It has been a privilege to share these experiences with you. It is a privilege to be here. The Coalition is very supportive of the National Advisory Council for Adult Education and is supportive to the other three organizations whose testimony has been presented here this morning.

Chairman PERKINS. Before we get into questions and, since Mrs. Stevens is here, will one of you give her a chair and let her make her observations?

STATEMENT OF SUE STEVENS, DADE COUNTY, FLA., SCHOOL BOARD, COORDINATOR OF TITLE I PROGRAM

Mrs. STEVENS. As I listened to the testimony this morning, that reinforced my appreciation for the need for adult education. It also reinforced my appreciation for the need for doing a better job in the schools for students who are potentially going to be candidates for the sort of education that you are providing.

I would like to share two things that have happened recently in our schools with our title I program that I am connected with, because I think they are symptomatic of the type of effect title I has.

One, as you all know, violence and problems in the schools is a growing phenomenon; and, in Dade County, we funded, in all of our secondary schools, something called crisis centers, where students who normally would have been suspended and taken out of the school environment were retained, and it is hoped that these centers will serve as places where remedial reading and various tutorial activites as well as guidance programs will take place.

It is very interesting, we informally surveyed title I students in these schools, there was not one student in specialized programs which were very appropriate for needs of the kids where there was individualized attention, that were potentially students who would have been sent in these programs.

So the feeling was very strong on our part that where the school environment is meeting needs of kids with the kind of program which title I provides, many other problems are avoided.

Chairman PERKINS. You feel that it has had an impact on the crime problem within the school system?

Mrs. STEVENS. Right; our students are not being involved in this sort of thing. Somehow they are able to function much more successfully.

Another interesting thing is that our title I teachers—2 of them out of 12, which is kind of a high proportion—were taken in as center teachers. They were taken out of title I because they felt they understood how to deal with this, and this was a result of some of the programs they had been doing in title I.

So the second kind of comment I wanted to make is that title I has an enormous impact as a model in the school. Some of the individualized instructions and programs and the material that we have pioneered with has now moved into the school. So, although title I services a very small percentage of the children who might be eligible for this and might need the kind of services that would be provided, only a percentage of them are actually served through title I funds. There is a ripple effect and the school does change as a result of these funds.

Chairman PERKINS. In other words, those school children who are not eligible for title I are taking advantage of similar programs that have brought about achievement?

Mrs. STEVENS. Right; this year we are doing a very specialized reading program and, for the first time, we really know what we are doing. It is a very bad year for us to be so worried about funds when we feel like we are finally developing programs that are working successfully.

In any event, some of these programs we are trying to duplicate and replicate in other classrooms for students because we feel that they really work. So local funds are going to be spent to do some of the same kind of things.

Chairman PERKINS. Do any of you have any questions for this lady? Mr. Lehman.

Mr. LEHMAN. No; I am just glad we had the chance to get this in the record, and I appreciate Dade County's representation.

Mrs. STEVENS. This is the most distinguished group that I have ever been able to go on record with in support of categorical funds, and I am delighted to be here. Thank you very much.

Chairman PERKINS. In your opinion, what would happen in your State of Florida if we did not have title I as a categorical program?

Mrs. STEVENS. I think it would be tragic. I really do. It is difficult. The time may come when the State can absorb these things in a very effective way. I don't know that that can't happen. I am pretty sure it can't happen this year. If the categorical funding ends as of June 30, I think we are going to be in a very bad situation. I don't think that the transition can be made at will.

Chairman PERKINS. Are you in charge of the title I program in Dade County?

Mrs. STEVENS. No; I work in Dade County as districtwide school, and I work in a secondary school. I work in one district. We work in eight schools. My particular program is in eight schools, and each district has its own program, so I am not very high up the hierarchy, but I have very strong feelings about this, and I think they are shared by our administration.

Chairman PERKINS. You have observed the programs and how they work in the classroom yourself?

Mrs. STEVENS. Right.

Chairman PERKINS. And you take part in the classroom instruction more or less?

Mrs. STEVENS. That is right.

Chairman PERKINS. We need some people along that line.

Mr. Meeds, go ahead with your questioning.

Mr. MEEDS. Thank you. I was going to ask Mr. Cook if any of you people might enlighten me as to what percentage of all adult basic funds are provided by the Federal Government. You have some figures in your testimony indicating that, of approximately 6 million enrolled people, some 621,000 participated in federally sponsored programs.

Mr. GHAN. By law it is required that 10 percent of the 90–10 matching funds are provided by States and/or local school districts for the basis for adult basic education program. Many States overmatch and provide additional funds.

Mr. MEEDS. It is required that the States match 10 percent?

Mr. HILL. State and local, sir.

Mr. GHAN. State and local, 90–10 matching basis, and that must be in match, not in an in-kind contribution.

Chairman PERKINS. That was changed a year or two ago.

Mr. MEEDS. Is it conceivable that 50 percent of the funds across the Nation for adult basic education are being provided by the Federal Government?

Mr. GHAN. I would say that the percentage is much higher than that; 80 percent would be a closer estimate.

Chairman PERKINS. New York and California, if I understand it, are the only two big States that provide——

Mr. MEEDS. That was my understanding. That is why I was questioning these figures in here. The 621,000 are totally Federal programs; 90 or 80 percent participation would be in the federally funded State programs. Is that correct?

Mr. HILL. Mr. Meeds, speaking to that point, what happens in the States is based upon the fact that USOE has not allowed us to become involved using Federal funds with the secondary portion of adult education. Consequently, we have had to use what State funds we have had to support the 9th-, 10th-, 11th-, and 12th-grade students, and ABE funds have been used kindergarten through 8th grade.

So, when we talk about 621,000 students, we are talking basically about those people who are participating because of Federal funds. There will be a 10 percent matching in all of this at least. But, in many States, this is the minimum. They do not do much more than that.

Mr. MEEDS. But the Federal Government is providing somewhere in the area of 80 percent of funding for adult basic education?

Mr. HILL. Yes, it is.

Mr. MEEDS. Mr. Cook, you may want to assign this question to anyone or answer it yourself: Do any of you want to hazard a guess how States are going to support adult basic education if we have revenue sharing? What I am saying is that here we are, doing 30 percent of the funding right now. How much attention are States going to pay to this problem?

Mr. GHAN. Mr. Meeds, if we have to go in on a competitive basis——

Mr. MEEDS. Right, which you will.

Mr. GHAN. Competing for the dollar along with elementary and secondary education, I am certain that adult education would come out on the short end, primarily because we are still babes, so to speak. We are not to the point where we can stand on our own two feet.

I think, in our State, it would be impossible for us to continue our basic education program at the present level should we go to some other method besides categorical aid.

Mr. MEEDS. We weren't born yesterday. I don't think any of the panel members around here—certainly I did not get any indication that there was any slow learners out there. In view of the fact that States have not paid much attention to adult basic education heretofore, is there any reason to believe that if you are thrown into a competitive pot with a number of other educational programs, all of them admirable but all of them short of money, that adult basic education is going to come up with anywhere near the funding across the United States that it presently enjoys?

[Chrous of noes.]

Mr. MEEDS. Does anybody disagree with it?

Mr. RUPERT. You are not only competing with adult education, you are competing with higher education. The point is that there is so much money available in every State that can be used for education and you end up competing with education for the whole family as well as for professional training.

Mr. MEEDS. Was there anyone who disagreed with the panel?

Would the record, then, show that the panel was unanimous in their feeling that no State would provide funding anywhere near the present level for adult basic education under educational revenue sharing.

Mr. GHAN. I might point out that in 4 or 5 years—we don't really know how long—we may be at the point where we could go to some other type of funding besides categorical—when we grow up a little more. We are not that old yet.

Mr. HILL. We are not that strong.

Mr. GHAN. We are not that strong.

Dr. DOW. I think that there is a need to start an orientation for the appreciation of the importance of educating our adults. If you do that and you have the level of appreciation priority for adult education, then we would have a chance to fund adult education under revenue sharing. Prior to that, I think we would have difficulty.

Mr. MEEDS. In other words, what you are telling me is that when you achieve more political power, you might be willing to take your chance with revenue sharing?

Dr. DOW. Probably.

Mr. MEEDS. I understand that, and I would not blame you. That is really the name of the game, isn't it; when you get down to the local level, where the political power is asserted, that is the group that is going to get the funding? We have a little insulation here at the Federal level. We are not daily on the firing line like the local school board or the local mayor is. We can make some what some people consider to be esoteric decisions concerning the fact that adult basic education is important and not get our ears beat off tomorrow for making that decision.

When the final decision is made on revenue sharing, people are going to recognize that. They are going to recognize that indeed it is good to be able to have this program, because the Federal Government said we could not have the money unless we do it. They would like to have that backstop if this educational revenue sharing really goes through.

Pardon me. I didn't mean to interrupt you, sir.

Dr. DOW. I am finished. I do agree with your interpretation.

Mr. GHAN. The revenue sharing places the disadvantaged child in a certain protection. It is our feeling that these laws should be just as concerned with the disadvantaged adult.

Mr. **Wood**. I think it is important that the last three administrations have made a national commitment in one form or another to eliminate illiteracy, but that means little unless there is a Federal input of dollars.

What we are talking about in H.R. 69 is a symbolic input on the part of the Federal Government consistent with what has been a stated national commitment for some years.

Mr. **Meeds**. Thank you, Mr. Chairman.

Chairman **Perkins**. Mr. Towell.

Mr. **Towell**. You just mentioned a symbolic input. And a minute ago I heard that that actually was a majority of the funds.

Mr. **Wood**. At the State level, it is more than symbolic. However at the Federal level, $50 million plus, to underwrite a national commitment, I would say, is more symbolic than substantial. It is welcome and very crucial at the State level, nevertheless.

Mr. **Towell**. Over the past several weeks in hearing different panels and different individuals from different educational groups, they all seem very concerned about revenue sharing. But there has not been one group that says they could stand on their own apparently and get their funds at the State level.

I might throw the question open. To my own knowledge, if the money comes to the State in what amounts to a block grant with certain controls over it, somebody is going to get the money. Who is going to get it? Every group that has appeared before this committee says they won't get their money. Is it going to disappear?

Mr. **Ghan**. Mr. Towell, I think it is important here to answer your question to say that we have limited knowledge concerning revenue sharing as to what it will really be. But one thing that does concern us in the State level is who determines, who administers educational revenue sharing. This is very important. Is it the Governor? Is it the commissioner of education or the chief administrator in the education departments?

In these questions, we do not have answers, and it is difficult for us to comment on it.

Chairman **Perkins**. Mr. Lehman.

Mr. **Lehman**. Thank you, Mr. Chairman. I would like to make a couple of comments. One is in relation to adult education and the term "future shock." I think it is a Federal responsibility to see that in this rapidly changing society of ours we meet these changes as jobs are phased out, as whole careers disappear, and the kinds of positions and the kind of society that we are educating people for is not always going to be there when they are ready to go to work.

I think it is very important that we have a continuity of education at the adult level to keep the educational system moving to meet the kinds of requirements that people are going to have to know how to meet in order to survive as productive citizens. I think that this is going to be changing now as, hopefully, we are phasing out some of our defense industries. We are phasing out different kinds of products. Most of the people that are working in our society are making products that did not even exist 20 years ago. So we are going to need adult vocational education as a continuing and necessary part of our educational programs.

In our own Dade County school systems, one of the most important and successful programs is our adult program. It is not compulsory. The people are there because they want to be there. The teachers have got to be good because, if they are not good, the adults don't show up. It is self-eliminating; it is self-quality-control of good education. You don't have bad teachers in adult vocational programs because they don't have the people to show up for their classes. That is a kind of a purification of the instruction that does not exist in any part of our educational system.

Talking about discipline problems, we have 16-, 17-, 18-year-old youngsters who are uncontrollable in the secondary schools. We give them a chance to reapply to the adult programs, and somehow they must do something right because they don't have the same discipline problems in the adult programs. I am very strong for this.

I would hope we would set up a basis whereby we won't have duplication and triplication of programs that seem to confuse the programs. We have adult programs in OEO, Manpower, Labor Department, VA, as well as our public schools, our colleges and junior colleges.

So I think we are going to have to look at it perhaps in the long range in order to simplify and to coordinate and make more efficient these adult vocational programs because of the very vital need to continue a productive society in this country.

Chairman **Perkins**. Let me address my questions to the entire panel this morning. It is being proposed in the so-called special revenue sharing package of the administration that the adult basic education program—which is a part of the Title III of the Elementary and Secondary Education Amendments of 1966—that the funds for this program be allocated at the State level with the State department of education funds, Title V of ESEA; title III, the innovative title of ESEA; the library books and equipment, title II; and the school lunch basic support.

I am wondering if you agree with me, if the State department has the money down there for these programs, the exact amount, no new money, would be logical for the State department of education to take some of your adult education money and say that they needed more staff rather than spend it for the adult basic education program? Or would it be logical for the State department to say:

> We need some of this adult education money over with the title III, the innovative program; we have a shortage there for library books, and the school lunch program is about to go down and we need money for that?

What is your opinion as to the effectiveness of the adult basic education program when you consider that it is placed in with these four other categories and the State department has the right to make the decisions? Now give me your views. Go all the way across the board. We will get down to more specific terms here.

Mr. **Hill**. Mr. Perkins, could I speak off the record?

Chairman **Perkins**. No; we will speak on the record.

State departments need more money. I think that could be a logical conclusion when the Congress begins to appropriate less money in the future. Where will your program be? I want nothing off of the record. I want you to speak on the record all the way across the board here.

Mr. HILL. Mr. Perkins, the people we serve are the least vociferous people in the country. They are really a silent minority of people. They are not the letter-writers to the Congress and to the department of education. They are not the people who raise the issues.

Chairman PERKINS. Don't misunderstand me; I am as good a friend of the State departments as anybody. They don't have enough money themselves, and I know it and I am for them to get more, but we have to face all of the realities here.

Mr. HILL. Based upon the pressure that will be put upon the State department, I belive that, especially in title V, many of the funds in adult education, much of the funding in the particular locale from which it would come, would actually be diverted into support and strengthening of education should title V be completely annihilated.

If title V were to receive the amount of funds they receive at the present time, no new funds but no less than they have, I believe adult basic education might be able to compete.

However, I don't believe we could compete with the school lunch program, nor do I believe we could compete with the library services.

Chairman PERKINS. It is all in the same package.

Mr. HILL. I don't believe we could compete at the level we are performing at the present time.

Miss TURNER. I can speak for the District of Columbia. I can say, without any doubt at all, that adult education would be the very first to suffer. From past performances, we have to fight and scratch to maintain any funds whatsoever. So that if the State department has the privilege of deciding, we would get something but very little. This has been historical.

Mr. GHAN. In our State, we have an executive council made up of the assistant commissioners, deputy commissioners, and associate commissioners. I think there are seven individuals. Six of those deal with elementary and secondary education. One deals with adult and vocational education. I think that is the best answer I can give you as to how well we could do if we went into the executive council and started slicing up the pie. I think we would be hurt.

I do believe we have an individual here who is former superintendent of public instruction in Iowa who might be able to really enlighten us on this, Dr. Paul Johnston from Iowa.

Mr. JOHNSTON. Mr. Chairman and other members, I have lived through, I believe, some 25 years of categorical aid at the State level and also at the Federal level and, if my understanding of the categorical aid is correct, it is to carry out a purpose and see that that purpose is met.

In the State operations as we have had them—in the various States, we have had categorical aids—they have been eliminated when and if they were assimilated and became a regular part of the educational program.

Getting specifically to your question, if they are all in one packet and they came to a State department, the State department would be under the pressure of increasing title I, the school lunch, and so forth; and I would say that, as the man from Missouri indicated, you would have the great pressures on the other aspects of the revenue sharing in that block grant, and, in my judgment, the adult education would suffer. I don't see how it could do anything else when it is at the point it is at the present time in its development in the United States.

So that if a block of money came into the State of Missouri or Iowa or any other State and you had to make those kinds of choices, those kinds of pressures would develop, and I would suspect that adult education would be the lowest on the totem pole.

Chairman PERKINS. From your 25 years of experience as a superintendent of public instruction in the State of Iowa, assuming that title I is placed in with numerous other educational programs, how would you feel that title I may fare at the State level insofar as the block-grant approach?

Mr. JOHNSTON. If it was done at the State department level, depending upon the leadership and strengths of the people who are going to make the decisions, it might fare well. But basically, over the United States, I would say that title I funds would also suffer in the long run against the other educational programs.

So that if they are included, I think you are going to lose some of the important aspects that we have at the present time; and basically, what categorical aids are for is to insure that the needs of the disadvantaged in title I are going to be met.

Even though we may have some things that some people think are wrong, we are still doing a tremendous job in meeting the aspects of those programs for the disadvantaged. If this is thrown in, then, I think, general elementary and secondary education probably will come out ahead and the disadvantaged will suffer.

Chairman PERKINS. Thank you very much.

Dr. DOW. I would ask Dr. Frelow to comment.

Mr. FRELOW. I think, generally speaking, categorical aid has had, as its directive, direction of funds toward specific objectives. In the absence of that kind of limitation, we have found that funds generally go into the general funds. When that happens, obviously the local priority takes precedent.

Therefore, I feel that, if we are to continue to focus funds on adult education, that kind of priority needs to be a part of the package.

Mr. RUPERT. I would like to point out that Florida and California and maybe five or six other States have strongly recognized adult education programs. Even at that, we pride ourselves in being lean and hungry as we managed to stay just ahead of the cutting ax all of the time.

People are after the money we use for programs. I don't think there is a person here who would disagree with us on that. I think nationally adult education would have a low priority. I think, in my State, we would lose some of the funds that we now use to support programs.

However, the program would continue because we have historically had a program. Places like Nevada never had a program before.

Mr. WOOD. I can't comment with the kind of knowledge of those who are close to the local scene. I can say that to many of our members—and I cannot speak for the entire association on revenue sharing generally—revenue sharing, insofar as adult education is concerned, represents a step backward since, if there is really a national commitment and the Congress feels very deeply that the need to correct educational deficiencies of adults is something that should be of national concern, then categorical aid is obviously the way to do it.

To me it is very consistent with our Federal system that a taxpayer who pays a Federal tax dollar feels that this dollar should be spent a certain way as determined by his elected representatives in the Congress. It seems to me that's all categorical aid is.

It is an expression of Congress as to what they feel the national priorities should be and the allocation of funds consistent with that assignment of priorities. Since they represent the Federal taxpayer, it seems to me part of our whole democratic process.

To AEA, categorical aid for adult education is provided to deal with a problem that is national in scope, does not remain the problem of one locality, given the high mobility of our population, and must be dealt with nationally. Categorical aid is but one of the tools that are necessary to deal with this problem.

Mr. Ast. With reference to the State of New Jersey, I would have to respond on the basis of New Jersey being in the midst of a search for a new commissioner of education. We would not be able to respond at this time as to the allocation of such revenue sharing, whatever form it may take.

Secondly, in terms of a psychological factor, I think we have to bear in mind that the emotional appeal of a child as contrasted to an adult will have a very strong effect upon allocations of moneys within a given State.

A third effect, when you recognize that the mobility of our population extends way beyond our own State boundary lines, not only regionally but nationwide, the movement of the adult, whether it be the young adult or retired adult, is such that his identity within the State as being recognized in the same kind of an emotional appeal that you have for the young child is going to have a very strong factor insofar as determination of the limited resources that we recognize are available.

Therefore, in terms of adult basic education, that education necessary for assisting the adult to have alternative opportunities for furthering his education, if he has moved from one State to another State, he becomes the apparent transient as contrasted with this newborn infant, this newly evolving child. Furthermore, the child is going to leave for another State at some future time.

In order to respond at this time, I would foresee that an equality of opportunity has to be made, has to be enforced at the Federal level, because of the migration of people. They are usually the adult people who make those determinations to move throughout the entire land, whether it be in search of jobs or whether it be in terms of economic and social change. No matter what it might be.

Chairman Perkins. Let me thank all of you for answering that question.

I have to be on the floor at 12 o'clock and I want to move on to other questions.

Did you have a comment you want to make briefly?

Mr. MANN. I am a member of the National Advisory Council on Adult Education and professor of adult education at Florida Atlantic University.

One of the things that is rather puzzling; if we go to revenue sharing as has been proposed and without H.R. 69, States in the field of adult education would have a low priority. Yet we do have categorical type of funds for some of the special projects and the concern that comes to my mind is that the project at Morehead State University, that you are very familiar with, would lose much of its impact because this is a project that cuts across not only one State but a whole region and many of the things that have come from the work there at Morehead State University in the Appalachian project have a tremendous impact on the States.

If States are beginning to lose their impact or to diminish in adult education, projects such as this would lose much of their impact. It is important in developing materials——

Chairman PERKINS. Let me ask you a question while you are on that subject.

You are acquainted with the three publications of the Appalachian Adult Education Center which is located at Morehead State University, my congressional district.

I would like to ask the panel about the conclusions of a study on adult education which is included in one of these publications entitled "Re Thinking the Act." The authors of that study contend that funds under the Adult Education Act are being primarily used on the more easily taught and most easily reached students, most of whom are interested in high school completion.

Although this type of activity is commendable in itself, in the process the more difficult group, the young, unemployed males who don't even have elementary school competence, are being missed.

Could you comment on that assertion?

Mr. MANN. May I defer that to Mr. Hill?

Mr. HILL. Yes, Mr. Chairman, the National Advisory Council has visited across the Nation in program visitations. Our members have gone down into the local programs and visited with teachers, administrators, students and para-professionals.

Across the Nation we have run into the very thing that is being mentioned in this publication, the fact that it is the same as in the manpower programs of a few years ago.

After they got the cream of the unemployed taken care of, they ran into the hardcore unemployed, the people who had to be academically trained before they could give them any kind of vocational training.

The Council in its visitation have run into the very problem which is mentioned in this publication, the fact that hardcore, those that are really difficult to pull out of the woodwork or bring into the program, these kinds of people are sometimes being bypassed because we are more or less forced to play a numbers game.

The numbers game, of course, is forced upon us by the fact of a reporting system that has to know how many people are involved here, here, and here, and does not take into account what is happening to the people in the program.

It takes a good deal more money to bring an adult from a nonreading level up to third grade reading level than it does to take him from ninth grade level through a high school diploma.

Consequently if we try to play the numbers game, we are going to put our emphasis in the wrong place, I believe. So I think that one of the recommendations I would make for another amendment in H.R. 69 or a change would be that there be more or less two categories of definitions contained in the bill.

One would be the adult basic, which deals with this hardcore, and that the States be encouraged——

Chairman **Perkins**. We already have that in the Manpower Act now but I don't know how it is being interpreted.

We will check that out and follow your suggestion.

Mr. **Hill**. The second category would be those who are working on their secondary education. Both of these are very important.

As you know it is difficult to get a job without that high school diploma.

However, we cannot overlook the hardcore undereducated and uneducated adults, even though the cost is somewhat higher.

So I believe the statement is true in the publication by the Morehead people.

Chairman **Perkins**. Then if I understand you correctly, you have stated that this difficult group will only be reached by increasing funds and using teaching techniques different from the traditional classroom methods and changing the manner of evaluating the effectiveness of adult education programs which is now primarily done by measuring the annual average grade level gains in reading and arithmetic and the annual percentage of graduates employed.

Is that correct?

Mr. **Hill**. Yes, sir, it is. I believe that wholeheartedly.

Chairman **Perkins**. Any other comment?

Mr. **Rupert**. I would have to comment that as time goes by after this skimming occurs, as you apply programs, you start to reach those people because you get better at it and you have developed experience and it takes an extension of the program to continue to work to get to that kind of people and you can't do it now if you are going to cut the whole thing off and stop.

It takes a continuing effort to work with that student because he is hard to reach and hard to teach, and that is the name of the game.

Chairman **Perkins**. Special revenue sharing then would actually stop you from reaching these people. Am I correct in that statement?

Mr. **Hill**. I believe it would sir. I base that on the premise that these people are the ones that have been left out almost entirely of all of the educational picture. They are not part of the educational main stream and they will not be unless there are specific funds earmarked that cannot be used elsewhere.

They are very difficult to reach and we must reach them. They have a need just as much as anyone else.

In fact, their need is greater. It is more easy for me to move around Washington, D.C. with a reading ability than it is for somebody who hasn't read.

The same thing is true in other environments in which we live.

Chairman PERKINS. Let me ask one more question.

Go ahead and finish that answer. Then I have one more question to propound.

Mr. HILL. Mr. Perkins, the National Advisory Committee has not played politics. We have taken the assignment very, very seriously and have spent countless hours in investigating, visiting, studying, discussing, and working and there are some wonderful people on this Council.

I have the privilege of serving as chairman. Last year we produced what I think is one of the finest reports to the President and Congress that has ever been produced.

Our next report is going to include what the Council, after a year of study and observation and work and discussion, put together as what they feel are legislative specifications which would do what Mr. Lehman suggested a few minutes ago.

In large, strengthen the adult education participation and the adult education bill.

Mr. Chairman, with your permission, I brought along a Xerox copy of the legislative specifications which the Council at a later date will recommend and I would like to ask you if these could be entered in the record.

Chairman PERKINS. Without objection they will be inserted in the record.

[The document referred to follows:]

LEGISLATIVE SPECIFICATIONS FOR CONSIDERATION

AN ADULT EDUCATION BILL

(Adult Education Amendments of 1973

A BILL—FEDERAL ADULT EDUCATION LEGISLATION SPECIFICATIONS FOR CONSIDERATION

Amend Title III, P.L. 89-750 (Adult Education Act) Short Title

Item 2: The new Act may be cited as the "Adult Education Act of 1973."

Purpose

Item 3: To encourage the establishment of programs of public adult education which will expand educational opportunity for adults.

To enable adults to continue their education to the level of completion of secondary school.

To enable adults to become more employable, productive, and responsible citizens.

To make provision for:

Experimental projects and research.

Professional development.

An upgraded USOE organization structure.

Special populations.

National/State advisory councils.

Strengthening the scientific and technological foundations of adult education.

Definitions

Item 4: "Adult"—Sixteen years of age or older.

"Adult Education"—Services and instruction below the college level for adults who are not under compulsory attendance laws and who have not achieved a competency level of secondary education.

Use P.L. 89-750 as amended April 13, 1970, (P.L. 91-230) for the following definitions:

"Commissioner"

"Local Education Agency"

"State"

"State Education Agency"

"Academic Education"

"Assistant Secretary for Education" use P.L. 92-318, Title III, Part A, Section 401 and 402.

"Institution of Higher Education" use Section 801(e) Elementary and Secondary Education Act of 1965.

Authorizations of Appropriations

Item 5: (a) Total Act

Fiscal year ending June 30; 1974, $225,000,000; 1975, $236,250,000; 1976, $248,063,000; 1977, $260,466,000; and 1978, $273,486,000.

(b) Sub Parts

Federal discretionary funds for the purpose of Special Experimental Demonstration Projects and Professional Training shall not exceed 10 per centum of the appropriated amount.

FY 74 $22,500,000

For the purposes of award Graduate and Post Doctoral Fellowships:

FY 74 and for each of the succeeding fiscal years ending prior to July 1, 1978—$3,500,000.

For the purposes of providing adult education opportunities for institutionalized persons:

FY 74 and for each of the succeeding fiscal years ending prior to July 1, 1978—$5,000,000.

For the purposes of implementing P.L. 92-318, Title IV, Part C—Special Programs Relating to Adult Education for Indians (Section 314):

FY 74 through FY 76 $5,000,000

FY 77 through FY 78 $8,000,000

For the purposes of a Presidential Advisory Council and State Advisory Councils on Adult Education, no less than $4,000,000 for any fiscal year.

The National Institute of Education is appropriated $2,000,000 for adult education purposes each fiscal year.

Grants to States

Item 6: Funds allotted among the States for grants to pay the Federal share of the cost of adult education programs under the provision of State plans.

Allotments Among States

Item 7: From the sums appropriated minus Item 5(b):

Each State shall receive a base grant of $150,000.

Two per centum among the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.

Each State shall receive an allotment in addition to the base determined on the number of adults needing educational assistance who:

Do not have a certificate of secondary school completion or the equivalent thereof.

Are not, under the compulsory school attendance laws of the State, required to be in attendance at school.

State Grant Reallotment

Item 8: The portion of any State's allotment, within the fiscal year, not required to carry out the State plan may be reallotted to other States by the Commissioner. (Use P.L. 92-318 Title X, Part B, Section 1052).

State Plans

Item 9: A State plan covering the period of the Act with 1-year State program plans submitted annually.

The State plans:

Set forth a program for the use of Federal funds.

Provide for the use of Federal funds for State administrative costs.

Provide the Federal funds be used to supplement and extend State and local funds.

Permit grants to private nonprofit agencies.

Establish cooperative arrangements with other programs providing assistance to adults.

Program plan may:

Provide educational opportunities for adults who have less than secondary educational competencies.

Provide for the use of bilingual education methods.

Include consumer and health education components.

Include components for elderly adults, veterans, and institutionalized persons.

Make provision for research and demonstration projects.

Make provision for counseling services which includes guidance, recruitment, retention, and follow-up.

Provide for the expanded use by adults of school and community libraries.

Provide career renewal programs for adults. *State Plan Submission*

Item 10: The Commissioner shall not disapprove any State plan submitted or any modification thereof without first affording the State reasonable notice and an opportunity for a hearing.

Payments

Item 11: The Federal share of expenditures to carry out a State plan shall be 90 per centum for each of the five fiscal years.

One hundred per centum for the Trust Territory of the Pacific Islands.

State must maintain the previous year's financial effort for adult education from non-Federal sources.

Special Experimental Demonstration Projects

Item 12: Authorizes the Commissioner to make grants for special projects to local educational agencies or other public or private nonprofit agencies including educational television (50 per centum of the Federal discretionary fund).

Professional Development

Item 13: Authorizes the Commissioner to make provision for the professional development of persons engaged, or preparing to engage, as personnel in adult education programs (50 per centum of the Federal discretionary fund).

Graduate Fellowships

Item 14: The awarding of fellowships for graduate study leading to an advanced degree for persons who are pursuing, or plan to pursue, a career in the field of adult education. The term "career in adult education" means a full-time active professional commitment to providing adult education services.

Fellowships will have an equitable distribution throughout the States.

Advanced Fellowships

Item 15: The awarding of 10 Post Doctoral Fellowships each fiscal year for the purpose of:

Assisting in the development of operational foundations for adult education.

Broadening the competency base of adult education professors.

Planning and assisting the implementation of undergraduate and graduate programs.

Improvement of Educational Opportunities for Adult Indians

Item 16: For the purposes of providing Special Programs Relating to Adult Education of Indians.

Title III, ESEA Amendments of 1966 (The Adult Education Act), is amended to include P.L. 92-318, Title IV, Part C, and is carried in these Adult Education Amendments of 1973.

Adult Education for Institutionalized Persons

Item 17: Sums shall be allocated among the States on the basis of applications which establish a plan to provide educational opportunities for adults who are self or societal institutionalized.

Institutionalized adults are persons who are patients, inmates, residents of penal institutions, reformatories, residential training schools, orphanages, or general or special institutions, or hospitals.

Programs for adults in residential schools for the physically or mentally handicapped may be established.

Federal Administration

Item 18: There is established in the United States Office of Education an Office of Associate Commissioner for Adult, Continuing, and Community Education.

The office shall be headed by an Associate Commissioner who shall be appointed by the Commissioner of Education upon the advice of the Deputy Commissioner for Occupational and Adult Education.

The Associate Commissioner will have responsibility for administering this Act and subsequent programs dealing with the education of adults.

The Associate Commissioner will be assigned to the Deputy Commissioner for the Bureau of Occupational and Adult Education (P.L. 92-318, Title X, Part C, Section 1071).

The Associate Commissioner shall be compensated at the rate prescribed for, and shall be placed in grade 17 of the General Schedule.

Two additional positions are established and shall be assigned to the Office of the Associate Commissioner for Adult, Continuing, and Community Education. These positions to be placed in grade 16 of the General Schedule.

The positions established by this Item shall be in addition to the number of positions placed in grades 16 and 17 of the General Schedule.

The President's National Advisory Council

Item 19: The President shall appoint members to the National Advisory Council on Adult Education which advises the President with respect to matters relating to the education of adults.

The Council shall consist of 15 members appointed by the President and serve for overlapping 3-year terms.

The Council shall meet not less than twice a year.

The Council shall elect from its number a chairman.

The Council shall make reports to the President.

For Council structure and responsibilities, use P.L. 89-750 as amended, Title III—Adult Education Act. Section 310(a), (b), (c), and (d) as reference.

State Advisory Councils

Item 20: Any State which desires to receive a grant under this Act for any fiscal year shall establish a State Advisory Council on Adult Education which shall consist of at least 10 appointees.

The State Advisory Council shall be appointed by the Governor or, in the case of States in which members of the State board are elected (including election by the State legislature), by such board.

Each State Advisory Council member shall be appointed to a term of not less than 1 year or more than 3 years.

The State Advisory Council shall advise the State board on the development of and policy matters arising in the administration of the State plan including the preparation of long range and annual program plans, goals and objectives.

The State Advisory Council shall conduct a public hearing on the State plan.

The Commissioner is authorized (in accordance with regulations) to pay to each State Advisory Council an amount equal to the reasonable amounts expended by it in carrying out its functions, except that the amount available for such purpose shall be equal to 1 per centum of the State's allotment, but such amount shall not exceed $125,000 and shall not be less than $35,000.

Adult Education and the National Institute of Education

Item 21: While the primary responsibility for the education system remains with State and local governments, the Federal Government has a clear responsibility to provide leadership in the conduct and the support of scientific inquiry into the educational process.

In order to carry out the policy set for the National Institute of Education there is authorized to be appropriated funds under this Item to the National Institute of Education to:

Assist in solving or to alleviate the problems of educational reform as it relates to the education of adults.

Advance adult education as an integral part of the profession of education.

Strengthen the scientific and technological foundations of adult education.

Build an effective educational research and development system to support adult education activities at the State and local education agency level.

Assurances

Item 22: Necessary provisions will be made in this Act for civil rights; records, audits, and reports; limitations; and repeal and amendments of programs.

Chairman Perkins. Let me ask one further question.

Tell me how many needy adult education people we are presently serving under the $50 or $51 or $52 million that we are spending from the Federal level, and to what extent we need additional funds and whether, if the funds were available, we have the means at our command to immediately take care of a greater number of adults who need basic education?

And I think I will start with you and then go across the board.

Mr. HILL. Thank you, Mr. Chairman.

At the present time we have approximately 812,000 adults involved in the adult basic education program at the $51.3 million level.

I believe with the organization, staff development, and training that has taken place over the past 5 or 6 years, we are at the point where we could use the full authorization of $225 million.

Chairman PERKINS. Approximately how many adults would that take care of?

Mr. HILL. I believe that we could reach down into the hard core undereducated adults and along with those that we are already reaching including some of those, but I believe we could increase enrollment over 400 percent in adult basic education programs.

Chairman PERKINS. You are presently serving how many?

Mr. HILL. 812,000.

Chairman PERKINS. We have written into the Manpower Development Act allocations of certain portions of the training money for the really disadvantaged adult and requiring an expenditure of adult basic education money for that purpose.

Tell the committee why that is not working.

Mr. HILL. I believe it is misunderstood, Mr. Chairman.

Chairman PERKINS. Where we have the institutional vocational training?

Mr. HILL. I believe it is misunderstood in the State departments of education across the Nation.

I believe they look at this as more or less secondary and a kind of a post-secondary funding. I don't believe they look at it from the standpoint of it being for adult basic education, the really needy undereducated adults.

I believe this is one of the problems.

Secondly, I believe that there is a misunderstanding of the funding purposes and I believe this is on a much higher matching than the adult education.

Consequently, school districts working on the local level do not have the additional funds needed to match the expenditures required to work with the undereducated adults.

As you know this takes a bit more money than does the traditional program. It is easier to line people up in a classroom in neat little rows of chairs. It is easier and less expensive than it is to put in the hands of the people the actual working experience which is required for training of uneducated adults.

Chairman PERKINS. Does anyone else care to comment?

Mr. AST. To give you a specific example for a manpower training program, when we created a learning center under the basic education program, we housed them in the Manpower Training Center because we had a staff that would enable us to perform those tasks in adult basic education that the staff at two Manpower Centers did not have in experience and type of training. We have now tied in with another effort in New Jersey utilizing Education Professional Development Act funds.

We are now undertaking a program of staff upgrading for manpower training program instructors and training counselors in order to serve a cooperative effort. In Newark, the Puerto Rican was not prepared to work into the manpower program and we were able to undertake a bilingual program to assist him because of the experience we had developed under the adult basic education program that manpower center staff had not had an opportunity to develop, because they had geared their essential training in terms of the vocational skill and the contract based time necessary for that preparation.

Mr. GHAN. Mr. Perkins, in our State we have funded numerous multioccupational training programs under the Manpower Training Act.

In each of these programs we have a component part of basic education. This component is funded from the Adult Education Act and is not funded from the manpower training programs.

We think we must tie related programs, whether Federally funded or State funded, together to offer a comprehensive service to the adult.

Mr. RUPERT. I would like to underscore what has been said. The minute you start dealing with in skilled training program those people who have low learning levels, you are damning that program to failure unless you can provide basic education at the same time.

Chairman PERKINS. That is what we had in mind several years ago.

Mr. RUPERT. The first go-around of on-the-job training is showing that half of the people are dropping off of the job before the first 3 months because they don't have skill levels to handle it, so it is not any more successful in OJT than it has been in institutionalized program.

I think a good institutional program requires reading and writing along with the vocational skills.

Mr. AST. Another factor is in terms of the skill training of basic education we have observed was limited strictly to that particular skill training rather than recognizing the human being who spends two-thirds of his time in other kinds of activity as a consumer, as a neighborhood person and as a human being.

Chairman PERKINS. Let me thank all of you for your appearance here today. You have been most helpful to this committee and we are going to do our best to write the best piece of legislation possible.

I did not mean to cast reflections anywhere along the line on anybody because I know the State departments need more money. They have just started to build up their staff. But at the same time I realize you need more money; I realize the school lunch people need more money; The library people need more money; And if we throw these categories all together, somebody is really going to get hurt.

In my judgment it is going to destroy the incentive to a great degree in Congress, not from a person like Carl Perkins, but from other members who say we will give it to the State and let them fund the programs now and they can make the determinations because they are in a better position to make the determinations than we are.

It is all down there on a local level. But it is my view that these programs are still in their infancy. It is going to take a lot more time to get the best performance.

It is going to take several years and after they become well established and on their own, then we may be able to group a lot of these categories together.

I am not saying that there aren't several of the categories that we could group together now. But by and large we are not ready for it. I think you people have strengthened my viewpoint this morning and all of the members that constitute this committee when they read your testimony.

Let me thank you for your appearance. We appreciate it. We will look forward to seeing you back here at some future date.

Thank you very much.

[Whereupon, at 11:45 a.m., the subcommittee adjourned, to reconvene at 9:30 a.m., March 6, 1973.]

[The following statements were submitted for the record:]

TESTIMONY OF THE NATIONAL COUNCIL OF URBAN ADMINISTRATORS OF ADULT EDUCATION

The National Council of Urban Administrators of Adult Education is involved with approxmiately 60 percent of the population in 161 cities of 100,000 or more population. Since 1966 adult education programs have served this segment of our urban areas in an increasing degree.

Briefly, our clientele is multi-faceted and includes: 1) elementary and secondary school drop-outs in large numbers, who continue their education via adult classes where smaller class size, individualized instruction, and realistic, immediacy learning materials motivate and retain them in programs; 2) the emotionally and physically handicapped who require literacy education for survival purposes; 3) rural area residents who have migrated recently to urban areas; 4) the multi-lingual who receive not only English instruction but citizenship instruction and instruction in enabling skills; 5) shcool-age parents whose new responsibilities make employment necessary and also additional education to secure the level of employment; 6) employment displaced casualties of technological advances; 7) prison-experience adults, including inmates, probationers, pre-releases and residents of "half-way" houses; 8) senior citizens; 9) institutionalized adults—drug abuse centers and hospitals; 10) welfare recipients; 11) the new voter who must be taught critical reading, critical thinking, and the mechanics; 12) the newly dependent adult (widows, etc.) and 13) the student who is seeking a high school diploma or its equivalent as an entree to higher education.

From this rather lengthy and still not all-encompassing list of clientele, you can see that the educational needs that adult programs meet are broad in scope.

Examples of some of the needs of clientele described we call to your attention briefly in order to point up the impact that we have on the complexity of urban areas.

The typical adult basic education student is economically and educationally disadvantaged and is most likely to be the parent of children who are not only educationally apathetic and disadvantaged, but who can more easily become social problems. To off-set this we have fostered "simultaneous education" because the parent who is learning grows in self-respect, understands his child's educational problems, and encourages his child to pursue his education. In addition, as the adult is taught reading, writing, arithmetic, consumer education, and general survival skills, his advanced educational level enables him to raise his employment and income level. As his income increases, his standard of living obviously improves and his tax dollars swell the economic base of our country. A striking example of the latter was demonstrated in FY 1972 by the students of the Adult Education Demonstration Center in Washington, D.C., where we estimate that an additional $2,507,780 in tax money was paid by students who became employed or better employed as the result of adult education classes.

Likewise, administrators of urban adult education programs, through interviews, have learned that countless welfare recipients remain on welfare because their limited education prevents their getting a job that pays as much as their welfare grants.

Senior citizens in adult education classes learn to live better on meager fixed incomes and often become employable through literacy skills and higher level education and consumer education classes.

Because of adult education programs, school age parents, newly dependent persons, rehabilitation clients all are enabled to become independent wage earners rather than public charges.

Likewise we know that adult education is the vehicle through which many potential wrong-doers find a positive means of earning an income.

We implore you, therefore, to support HR 69 which will enable adult education to reach most of those adults in the categories described. Obviously the need is great as we see readily when we compare enrollments in adult programs prior to 1966 and enrollments today. We envision a ten-year plan that will see 90 percent of our urban population educated to at least the high school level. We hope that you will vote for HR 69 to help our vision become a reality.

STATEMENT OF THE NATIONAL ASSOCIATION OF PUBLIC CONTINUING AND ADULT EDUCATION

INTRODUCTION

The National Association of Public Continuing and Adult Education has a consistent history of service to teachers and administrators of adult education programs. Since its beginnings a little over 20 years ago, NAPCAE has watched an emerging national profession grow from an infant to a mature member of the educational institution. Largely because of Adult Basic Education funds, each state and six territories support state programs at this time. On behalf of NAPCAE President Judson Bradshaw, Executive Director James Dorland and the NAPCAE Board of Directors, and as Legislation Chairman of the Association, we today present the NAPCAE point of view.

Perhaps, it is best to mention that this is only half of the task ahead. Since we speak best from experience and since my workweek is completed as Administrator of Continuing Education for the Los Angeles City School District, a few moments will be devoted to description of both our Los Angeles and California adult education programs. You see, we adult educators in Los Angeles are celebrating our 85th anniversary this year. Being 85 and very much alive, we have much to share.

CATEGORICAL AID

Thank you for the opportunity to be here today and for offering seven adult oriented groups a chance to meet with the General Education Subcommittee. It is most appropriate that we testify in support of H.R. 69! NAPCAE, and all of us, have taken a united stand of outspoken support for the concept of categorical federal aid. Without the necessary funds to carry on Adult Basic Education throughout the United States and without the fine leadership of our National Advisory Council on Adult Education, our maturity could be short-lived.

The proposed Elementary and Secondary Education Act of 1973 embodied in H.R. 69 extends Adult Basic Education and commensurate 1967 ABE Act provisions for a period of five years. Such an extension would ensure that adult educators could continue those plans and programs already in motion. We must also volunteer NAPCAE's help to improve upon the status quo if this committee so desires. Having lived five years with the Amendments of '67 and two years under the leadership of a National Advisory Council on Adult Education, we have some ideas. We have learned of needs which could be met with appropriate support and development throughout the 50 States. More dialogue may be advisable in the near future.

We look forward to the time when our new adult education maturity has become an accepted part of the learning ethic. The time will have occurred when each person realizes that adult education is good for the people and good for the nation, and that hearing is a life long process. Sound civic judgment grows from a constant renewal of the thought process and the use of new learning to solve life's problems and to earn a better living.

ADULT EDUCATION IN CALIFORNIA

Perhaps, the best way to illustrate what we mean is to use California and Los Angeles adult education programs as examples. At the present time we look with pride to an Adult Basic Education program which has been built upon a foundation originating in 1856 in San Francisco. With good past experience and with the application of federal ABE funds, 88 school districts have touched the lives of 26,476 students so far this year. Of these, 83% are below the age of 44 and in the most productive age span of their lives.

Based upon a statistical sampling which projects a total of 70,472 enrolled persons for FY 1972: 28,810 will have been currently employed; 6,342 will have been unemployed; 9,514 will have been receiving public assistance; 1,566 will have received 8th grade diplomas; 2,413 will have enrolled in high school programs; 602 will have passed a General Education Development Test; 709 will have enrolled in manpower programs; 524 will have been separated from the welfare rolls; 2,544 will have been employed as a result of ABE skills acquired; 1,303 will have upgraded present jobs; 1,656 will have registered to vote for the first time; 1,527 will have received driver's licences for the first time; and 3,701 will have received special instruction for preparing an income tax form. The committee is respectfully directed to examine the economic improvement indicators inherent in the Adult Basic Education process.

CALIFORNIA OBJECTIVES

The State of California has long recognized the high priority of adult basic education services and, in fact, such classes are the only mandated adult education services; all others are permissive. The Federal funds have enabled the State (and the cooperating districts) to accomplish fully or in part the following objectives:

1. The establishment of out-reach activities in order to serve better an identified population most in need of such education.
2. The development of locally oriented needs' assessment planning for orderly program development.
3. The planning and implementation of program monitoring systems for purposes of program planning and the verification of accountability.
4. The provision of in-service training for teachers and program administrators with regard to all facets of the program.
5. The development and dissemination of curriculum guides, materials of instruction, and other publications of direct influence in attaining the objectives of the program.
6. The improvement of instruction generally with particular regard to:
   A. Improved materials of instruction, including instructional equipment.
   B. Improved instructional methods.
   C. Improved counseling services.
   D. Expansion and improvement of instructional facilities.

In Los Angeles alone and since 1965, over 35,000 adult students have been served by ABE funds and programs. During the October, 1972 reporting month 3,201 students were enrolled in 71 ABE classes. No stipends or grants of any kind are paid to Adult Basic Education students. The program is voluntary and adults participate because of strong personal motivation and commitment for self-improvement. Minorities top 78% of the student population in Los Angeles. A search for economic sufficiency seems paramount in motivating attendance.

The 1970 Census indicates that in the Los Angeles area 450,077 persons over the age of 25, or 11.4% of the adult population, have not completed the eighth grade. The Adult Basic Education Program is designed to provide for adults lacking an eighth grade education the opportunity to develop and strengthen communication, quantitative, personal-social, and economic skills. Emphasis is placed on basic reading, language, and mathematics skills. It is in support of these goals that the ABE Program in Los Angeles will continue to function.

Classes in adult basic education are scheduled day and evening. Classes are housed in a variety of locations: leased facilities, bungalows on school grounds, churches, adult schools, factories, and social service agency facilities. All classes are tied with the local community adult school and their local advisory committee. Close liaison is maintained with community groups and social service agencies.

Seventy-one teachers offer instruction at 5 ABE Centers and 42 branch locations. All teachers hold valid California teaching credentials and are carefully interviewed and screened. Approximately 45% of the teachers represent minority groups and nearly 55% of the teachers are female. Two ABE field counselors support the instructional program.

In-service training sessions are held for the teachers in the program. This includes pre-school service orientations and other sessions throughout the school year. An ABE teacher steering committee meets regularly to provide input from the field and to assist in the decision making of activities within the program. Teachers attend State and National ABE workshops and institutes during the school year and during the summer.

RESULTS

Some of the itemized results of the program: Earned Eighth Grade Diploma, enrolled in High School Diploma Program, secured employment or job promotions, entered vocational training programs, became citizens, acquired drivers license, enrolled in GED classes, helped their children in school work, and gained personal satisfaction and objectives (learning to speak, understand, read, and write in the English language).

SUMMARY

Adult Education is growing, both in terms of importance and student participation in the United States. The education process, once considered as something for children and youth, is now viewed as continuing through the whole life span. In a rapidly changing technological society, one can never consider his education as complete. Adults are discovering that they must go back to school for re-training and updating, for knowledge to make them better citizens, and for assistance with problems of daily living.

Once considered primarily remedial in nature, offering courses in citizenship and basic English and providing a second chance for the high school dropout, adult education has become a multi-faceted program including not only basic education, but also vocational training, parent and homemaking education, forums and seminars on current civic issues, and a variety of general education courses that provide cultural growth and stimulation. It has been estimated that by 1974 the numbers of adults in adult education classes will surpass the combined enrollment of elementary and secondary education. That is, adults will be continuing their education to avoid becoming obsolete men and women of tomorrow.

We humbly suggest that the momentum established by ABE funding and the leadership of a National Advisory Council will have much to do with the function of this adult education maturity. We can move forward, we can stand in place, and we can even regress. Let us opt for the first of all possible choices.

STATEMENT OF THE ADULT EDUCATION ASSOCIATION OF THE USA

The Adult Education Association of the USA includes within its membership persons and institutions engaged in all facets of adult education: cooperative extension, university extension, professional continuing education, industrial and leadership training, adult basic education, and other less compartmentalized areas of adult learning, as well as those engaged in the academic and professional preparation of adult educators in institutions of higher education. It includes persons and institutions engaged in programs that are operated with public funds and those that are financed from non-public sources.

AEA/USA is represented here today because every segment of our membership, whether directly involved operationally in the kinds of adult education programs covered in Sec. 112 of H.R. 69 or not, feel very deeply that the continuance of the already very modest level of Federal support of education programs, designed to assist those who have reached adulthood with serious gaps in their education, is imperative. We feel the enactment of Sec. 112 of H.R. 69 is essential if our society is to cope with the socio-economic problems which are greatly aggravated by the inability of significant segments of our adult population to function as useful, productive citizens because of educational deficiencies.

Further, continuance of Federal support of adult education through enactment of H.R. 69 would be reflective of a growing societal awareness that learning must be viewed as a lifelong process and not as an activity largely confined to that segment of the population under 25.

In view of the fact that AEA's appearance before this Committee is part of a cooperative effort to make the most efficient and productive use of the time allocated, we would like to direct our specific attention to those portions of the Adult Education Act which relate to research, staff development and the National Advisory Council on Adult Education and which enactment of H.R. 69 would continue. Research and evaluation have the capacity to help determine whether adult education or adult re-education programs are productive, accountable or valid in assumption and application. Much research in America has been done, filed and forgotten.

Other research has resulted in an active, productive application of those research findings. Out of research, economic productivity has increased. It is this kind of research, supported through funds made available under Section 309 of the Adult Education Act, that must continue if the programs themselves are to achieve maximum results.

There is a short cycle in adult education programs as between results and manifestation of those results in the economic marketplace of our society. That short cycle of identifiable productive results ought to be a half-decade or less rather than approximately three or four decades as is necessary with non-adult programs.

We believe that it is essential to support continued research in adult education involving methods, systems, materials, and programs which show unusual promise in promoting a comprehensive, coordinated, accountable approach to citizens with educational deficiencies or re-educational needs.

The key to success for any educational program is the plan and the teacher. Both need constant examination or re-examination of relevant facets of the training process. Just as research and critical evaluation is indispensable to the achievement of accountability and effective integration of resources, so the training and development of staff is indispensable to the achievement of learning results commensurate with the needs of the adult learner and with the investment of human and material resources the program requires.

Since the enactment of the Adult Education Act, thousands of men and women have been enlisted to teach adults who have educational deficiencies. This is not an easy, uncomplicated task. They must do more than teach adults the three "R's"; they must also assist these people to cope with problems of daily living and to increase their effectiveness as citizens, parents and workers.

Summer institutes, regional staff development programs and regional educational laboratories have been made possible by funds provided under Sec. 309. These programs have resulted in much more productive and effective teaching than could possibly have been done given the constraints imposed by the absence of trained personnel in proportion to the need and the necessity for extensive use of para-professionals in ABE programs which was and continues to be absolutely essential.

Therefore, we view the continuance of Federal support of research and training, which would be continued beyond June 30 by enactment of H.R. 69, as the absolute minimum level of Federal support required to assure a reasonably effective program of adult learning.

Finally, AEA urges most strongly the continuance of the National Advisory Council on Adult Education as provided by Sec. 112 of H.R. 69. The effectiveness of this Council in recent years has been clearly demonstrated and we consider its continued role as extremely important in providing advice and counsel at the highest level on behalf of adult education.

We urge your favorable consideration of H.R. 69. Thank you.

STATEMENT OF THE COALITION OF ADULT EDUCATION ORGANIZATIONS

Honorable Chairman Perkins, Honorable members of the House of Representatives' General Subcommittee on Education. . . . it is a professional as well as a personal privilege to appear before this Subcommittee to share with you, the members of the Subcommittee, the acknowledged interest, and desire, of the Coalition of Adult Education Organizations to express support and reinforcement to that testimony presented earlier today urging your fullest consideration in recommending to the Full Committee on Education and Labor, and to Congress, the adult education provisions set forth in H.R. 69.

Our nation's Coalition of Adult Education Organizations comprises and is representative of the sixteen largest and most significant national professional organizations of adult educators. The Coalition includes in its membership the Adult Education Association of the U.S.A., the Adult Student Personnel Association, the American Library Association, the American Society for Training and Development, the American Vocational Association, Inc., the Association for Field Service in Teacher Education, the Association of University Evening Colleges, the Council of National Organizations for Adult Education, the Library of Continuing Education at Syracuse, the National Association of Black Adult Educators, the National Association for Public Continuing and Adult Education, the National Council of Churches, the National Council on Community Services for Community and Junior Colleges, the National Education Association, the National Home Study Council, and the National University Extension Association. The number one purpose of the Coalition of Adult Education Organizations, as set forth in the Constitution, is "to identify and focus on major issues in adult education." The necessity for implementation of the adult education provisions in H.R. 69 is a "major issue."

It is a privilege, as the current President of the Coalition of Adult Education Organizations, to report to the members of the General Subcommittee on Education, that following a full and thorough review and discussion of the implications inherent in the adult education provisions of H.R. 69, and the substance of the previous testimony presented, the Board of Directors of the Coalition (comprising the official representatives of the sixteen member organizations), at its Board meeting on March 1, 1973, voted to endorse, support, and to urge the General Subcommittee on Education members to recommend the adult education provisions of H.R. 69.

The importance of the "Extension of the Adult Education Act" cannot and ought not to be underestimated. Passage of the initial adult education act provisions is testimony to the awareness and concern by Congressmen throughout the nation for the need of continuing education opportunity for all citizens to attain those skills and knowledges needed to participate more fully in our ever-increasing dynamic, technological, and complex economic, social, and political society. The mobility of adults, young and mature, is no longer limited within a single state or region. It is nationwide. Continuing educational opportunity must be assured to every citizen, at any age level, no matter where he lives or works. Only you at the Congressional and at the Administrative level of our nation can provide the assurance of this opportunity for all our citizens.

The extension of the adult education provisions, as set forth in H.R. 69, will assure a continuation and an expansion of effort, throughout our nation, of the opportunities for all persons to attain those skills and knowledges necessary for effective participatory survival in our society. The interrelationship of this national priority concern with the opening up and extension of alternative learning opportunities for citizens at the local, state and regional levels, in business and industry, labor unions, colleges and universities, libraries, home study, vocational training centers, community colleges, and public service personnel training programs can be assuredly more effective. People of all ages wish to know more, want to learn, desire to participate more effectively. The individual requires the opportunity to attain, no matter what his age, those skills and knowledges which serve as a base for assuring alternative routes in continuing his or her education as a functioning member of the American society.

Thank you, members of the General Education Subcommittee, for the privilege of appearing before you.

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

TUESDAY, MARCH 6, 1973

House of Representatives,
General Subcommittee on Education,
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Lehman, Benitez, Steiger and Towell.

Staff members present: John F. Jennings, majority counsel and Charles W. Radcliffe, minority counsel for education; and Eydie Gaskins, special assistant.

Chairman **Perkins**. The committee will come to order. A quorum is present. Let me state that we have two distinguished colleagues here from the great city of Cleveland.

I will first recognize Congressman Minshall.

STATEMENT OF HON. WILLIAM E. MINSHALL, A REPRESENTATIVE FROM THE STATE OF OHIO

Mr. **Minshall**. Mr. Chairman, it is a pleasure to be here this morning before this distinguished committee, and it is always a pleasure to introduce Dr. Briggs, who is one of the outstanding educators in the country.

I know that this committee has benefited tremendously from his testimony in the past, and I am sure that the testimony he will give this morning will be no exception.

I do not have to tell you of Dr. Briggs' distinguished educational background. It has been outlined in this record on many occasions. Nonetheless, I am glad to be here with a good friend and a great educator, Dr. Briggs.

Chairman **Perkins**. Let me say, Congressman Minshall, that you were here last year or the year before when Dr. Briggs made an appearance and you introduced him then. We share your evaluation of Dr. Briggs.

Mr. **Minshall**. I know that my colleague, Louis Stokes, wants to add some words, too, this morning.

STATEMENT OF HON. LOUIS STOKES, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OHIO

Mr. **Stokes**. Thank you very much, Mr. Chairman, Dr. Briggs, and my distinguished colleague, Mr. Minshall.

Mr. Chairman, it is always a pleasure to return here to this committee. I have very fond memories of my own service on this committee under your leadership, your chairmanship, and I am very proud to return here this morning and have the opportunity once again to present to you Dr. Briggs. He needs no real introduction to this committee.

Over the past several years, Dr. Briggs has on many occasions distinguished himself by testifying before this committee. This committee has often cited his testimony to the House.

It is interesting this morning, Mr. Chairman, to be able to call to your attention and to that of this committee a new book entitled "A New National Strategy, Equal Education" by John F. Hughes And Ann O. Hughes.

In that book, Mr. Chairman, Cleveland is cited, and Dr. Briggs is cited, as having the best title I delivery system program in the United States. I would commend that book to the attention of this committee because I think it speaks for itself in terms of the contribution that Dr. Briggs has made as an educator in this fashion.

I am very proud to be here just to present him. Since I have to get to my own committee, Mr. Chairman, may I, while I am here this morning say a few things about the gentleman who will follow Dr. Briggs.

He happens to be the superintendent of the East Cleveland school system, Mr. Leonard Visci. He is another distinguished educator; one who has been quite an innovator in an area which, over the past 10 years, has become a changed kind of community.

It has changed over from a majority white to a now majority black community. Superintendent Visci is a man who was able to meet the challenge of that kind of changing community in a very innovative way. I think you will enjoy the kind of testimony he will be able to bring here this morning, as he is another one of our distinguished and renowned educators from the State of Ohio.

Thank you.

Chairman PERKINS. Dr. Briggs, you may proceed now and introduce your assistants. Without objection, your prepared statement will be inserted in the record, and you may proceed in any manner you prefer.

(The statement referred to follows:)

STATEMENT OF DR. PAUL W. BRIGGS, SUPERINTENDENT OF SCHOOLS CLEVELAND, OHIO

Mr. Chairman, Members of the Committee: It is a distinct pleasure to be here today. I appreciate the opportunity to meet with you and to share with you Cleveland's successes as they relare to the Elementary and Secondary Education Act of 1965 (ESEA) and other federally funded programs.

Today, as in the past, I compliment this committee for its dedication and diligence in seeking solutions to the many problems facing the schools of this country.

My remarks will specifically deal with ESEA, Title I and Cleveland's successful experiences as they relate to this act.

I am probably one of the few superintendents of a major urban school system who can discuss firsthand the entire evolution of programs made possible by ESEA. I was superintendent in Cleveland before the ESEA became law and I have watched it develop through the years.

In Cleveland extreme care is taken to insure that supportive programs provided under Title I, in every instance, have been supplements to, and not substitutes for, local resources. Cleveland has coordinated the use of its Title I funds with other federal and state monies to provide these extra services to students in low-income areas. For the record, by supplemental I refer to those services which are over and beyond those given to all pupils enrolled in the system. In fact, preliminary data, on which our research staff is currently working, shows that not one Cleveland school is noncomparable during the current school year.

Our efforts have been concentrated on improving and reinforcing basic learning skills for the children most in need of assistance.

This year we have in operation twelve Title I projects serving more than 13,000 pupils. Our projects are fully described in the brochure entitled, "Focusing on Changing Needs," accompanying this statement.

An essential factor of improved instruction is mitigating the impact of social, racial and economic isolation. The school program designed for urban America in the 1970's is one which focuses attention on its instructional program—but it is one which goes beyond instruction. It must address itself to the problems of the poor.

In Cleveland, as in many major cities across this country, we are faced with a decreasing enrollment. At the same time, the number of children receiving public assistance is increasing. As the economically more able are deserting the city for the suburbs (and as industry is leaving as well), the inner city is becoming a pocket of poverty. Regretfully, our schools reflect this impoverished status.

(See Chart 1) While we have more and more poor children, we find a steady decline in the amount of tax revenue available to the Cleveland Public Schools. This decrease is attributable to a lowering of taxable values in Cleveland, although the voters have increased their taxes 137 percent since 1964.

(See Chart 2) In 1969, 15 percent of Cleveland school children were recipients of public assistance. By 1973 the percent has more than doubled to 35 percent and now we have more than 61,000 school-age children in Cleveland who are members of families receiving public assistance.

It might be well to note that while the Cleveland schools enroll seven percent of all Ohio school children, we have enrolled one-fourth of all children receiving public assistance in the state.

It is these poor children to whom we urban educators must address ourselves. The poor children in the inner city need and must have supportive services.

Additional federal funds are needed for the economically disadvantaged to assure that they acquire the same opportunity for a quality education as the more fortunate in our society. Our first concern must be those children who most need help.

I come to you as an optimistic educator—an educator with a positive outlook on urban education of the future. My optimistic outlook is based on our many successes in Cleveland over the past few years. I would like to share these successes with you.

Our sundry programs emphasize improving basic skills of those children who most need help. They help prepare younger children for school experiences. Other programs are designed to prevent deficiencies in basic subject areas. Emphasis also is placed upon individualizing and customizing instruction for those students with deficiencies.

In our eighth year of experience with programs initiated through Title I, Cleveland has a number of exciting success stories to relate.

EARLY CHILDHOOD

For more than 2,000 pre-kindergarten youngsters from disadvantaged families, we have the Child Development Project, located in 47 centers. Studies have shown that this project has helped to significantly raise the school achievement and social competency of children. The Child Development experience is supplemented by a kindergarten follow-up program.

(See Chart 3) The percentage of children in Title I schools exhibiting average or above readiness for the first grade has steadily increased from 61 percent in 1968 to 85 percent this year. Normal readiness for children throughout the country is 69 percent.

Further analysis shows that these children are coming closer and closer to the readiness of non-Title I pupils. The gap is narrowing to the point that the difference between program pupils and non-Title I pupils has decreased from 20 percent five years ago to just 6.5 percent this past year.

Furthermore, follow-up studies show that children with Child Development experiences have higher attendance patterns three years later than do children without Child Development experiences; and, participating children in the first and second grades demonstrate a higher level of performance at the beginning and ending of the school year than did those with no pre-school experience.

During the present school year we are serving 227 pupils in ten Title I centers in our Pre-Primary Project. This project reaches the child, aged 5 to 7, who is emotionally, socially and intellectually immature. Participants are identified through a kindergarten testing program. Last year, following their participation in the project, 43 percent of the students had developed social and learning readiness to successfully return to their regular elementary classrooms.

ELEMENTARY PROGRAMS

We have three reading programs which serve more than 3,000 children. The first of these, called the Reading Improvement Project, is a corrective program designed to prevent reading failure in first, second and third graders.

Participating pupils have made gains both in vocabulary and reading comprehension. Moreover, 94 percent of parents of children participating in the project reported that they observed their children reading more books at home after being enrolled in the project.

Our Diagnostic Reading Clinic has been designated as a national model Title I program. It provides specialized, in-depth service to pupils in the upper elementary grades who have multiple and complex reading difficulties. Studies show that pupils enrolled in this project made average gains of six months for three months participation in the project. And one of every three pupils participating improved his performance level to within one year of his reading capability. Fifty-eight percent of these pupils received final grades in reading of C or above.

Parents of pupils who utilized the Diagnostic Reading Clinic reported greater self-confidence in reading among their children and increased motivation in the child to master his reading.

The talking Typewriter, the third of our elementary Title I reading programs, supplements a child's regular reading instruction with a computer-based instrument which enables a pupil to learn at his own pace. Pupils enrolled in this project made gains of 2.2 months comprehension for one month participation in the project. (See Chart 4) In a standardized reading test give into more than 10,000 third graders in Title I schools, Cleveland children scored well above the national average.

More than 90 percent of Cleveland's third graders scored average or above, while nationally it is normal for only 77 percent of the pupils to score average or above. Less than ten percent of our pupils scored below average. On a national basis the below average performance level is 23 percent. Thus, Cleveland students were compared to national standards . . . and scored better than the national average.

An interesting and worthwhile observation may be made from these test results. We concentrate our compensatory projects in the primary grades—from early childhood through grade 3. These test scores show the success of concentrated, intensive service. Unfortunately, we do not have the funds to maintain this type of concentrated effort in order to assist children as they pass through the upper elementary grades.

Our English-as-a-Second Language project is designed to equip children who lack satisfactory command of English with English Language skills necessary for a successful classroom experience. Approximately two-thirds of the participating pupils showed moderate to marked improvement in their regular class work. Prior to their participation in the project, many of these children sat passively in their classrooms because of language deficiencies.

Annually, we serve 3,600 elementary youngsters in the Resident Tutor project—which employs college students as tutors. These tutors work, on a regular schedule, to reinforce learning and to strengthen basic skills of pupils with difficulties. Teachers have reported that pupils who have been tutored increase their classroom participation and improve their attitudes toward school. Furthermore, availability of the tutors has enabled teachers to individualize instruction more in accordance with the needs of the children.

Almost 2,200 upper elementary pupils from 40 high poverty schools participate in our Mathematics Skills Improvement Project. This Title I project provides a mathematics laboratory which supplements regular classes in mathematics and gives specific instruction for those pupils who most need help.

(See Chart 5) In a recent comparison, gains by pupils who participated in the project were one-third higher than those made by non-project pupils.

An additional program funded by Title I is our Designs for Learning Project which is located in schools with the highest concentrations of poor children. The program, serving more than 800 youngsters, seeks to select instructional experiences to fit disadvantaged children instead of fitting children to the experiences.

This program allows an individualized program of instruction in the child's regular classroom, during the regular school day, rather than removing him from the classroom for special instruction.

A Transition Project has been designed for those young people who need special assistance in making the move from the sixth grade to junior high school. These are pupils who lack certain basic skills and who need greater social maturity and academic preparation for the seventh grade.

(See Chart 6) The 93.7 percent attendance rate of students participating in the project surpassed the 88.3 percent rate established by all seventh grade pupils in the school. Now, keep in mind that pupils selected for Project Transition were those with substantial deficiencies in reading and mathematics, with adjustment difficulties and with truancy case histories—clearly the children most likely to drop out or have poor attendance rates.

Follow-up studies on the eighth grade performance of these pupils have shown that they maintain better attendance records and school marks than do children of comparable scholastic aptitude.

A large portion of our Title I funds are used to open everyone of our inner-city schools each summer. Each Title I school assesses the special needs of its pupil population and formulates a local plan to meet the needs of its most educationally disadvantaged pupils. Formulating these local programs involves both school staffs and parents and the community in joint planning sessions. Even evaluating the local program is a function of the local school and its staff. As a result, summers in Cleveland have become times of much learning and activity. Enrollment in Cleveland's various elementary and secondary programs has increased from 8,000 in 1964 to nearly 80,000 this past summer. Opening these schools during the summer months has enabled us to have our schools on almost a full-year schedule.

In Cleveland it is our policy to have only two exit doors from our high schools—one marked "college" and the other marked "job." We have been increasingly successful in ushering our graduates through one door or the other.

Over a five-year period, Cleveland has had a 100 percent increase in the placement of inner-city high school graduates in colleges. Even more significant, one of our Title I high schools which is entirely black, has 53 percent of last year's graduating class in college, compared to 4 percent in 1963. This is a better placement percentage than many suburban high schools have.

This year more than $12 million in scholarship money is available to graduates of Cleveland Public Schools as compared to only $2,000,000 in 1964.

We also have been successful in keeping our "job" exit door open. Over the past six years, Cleveland's Job Development Program has placed in jobs an average of 95 percent of those inner-city graduates who desire a job. In spite of the difficult economic times this past summer, 97 percent of the graduates of inner-city high schools were placed in jobs. And, in that same Title I high school I mentioned earlier, 100 percent of those graduates desiring work were placed in jobs by July of last year—compared to only 20 percent in 1963.

An essential ingredient of Cleveland's Title I projects is parental involvement. Each one of Cleveland's projects makes intensive efforts to involve the parent of every pupil served in the instructional effort of the school. This parent involvement includes volunteering in the classroom, visiting the child's classroom, attending project meetings, and serving on parent advisory committees.

Each Title I project has its own parent advisory committee (PAC) composed of parents of pupils in that project. In addition, Cleveland's city-wide PAC is composed of more than 100 parents are elected by each Title I school and attend monthly meetings where they assist in the planning, developing, operating, and evaluating of each Title I project. These parent involvement and advisory functions have enabled parents to become meaningful partners in educating their children.

(See Chart 1) The existence of Title I funds for special services for the disadvantaged and the successes which they have brought to pupils have encouraged the State of Ohio to enact legislation which provides similar compensatory funds for pupils who attend Title I schools. These funds were first made available in 1968 and have continued to grow in volume to the point where this year's state allocation for services for disadvantaged pupils exceeds Cleveland's allocation for Title I.

The Cleveland schools are pleased to have these state compensatory funds which provide services such as breakfast, teacher assistants, and other supportive personnel which cannot be provided with Title I funds. However, these state funds are used only in Title I schools to support and complement our Title I programs. State funded projects are described in a brochure entitled, "Until It Happens To a Child," accompanying this statement.

In spite of these additional funds, however, Cleveland is still unable to provide all pupils in all grades with the special instructional services which they urgently need.

An analysis of students leaving some of higest poverty schools recently was completed. In the schools with the highest rate of poverty, it was discovered that the percentage of pupils on public assistance increased from 80 percent to 7 percent in one year's time.

(See Chart 8) However, when we looked at the welfare status of pupils who left, we found that 41 percent of these pupils were receiving no public assistance whatsoever.

Two-fifths of the families who moved were families who had income other than public assistance. Therefore, pupils remaining in the schools are the very poorest.

A look at the reading achievement of the pupils who left high poverty schools shows that 63 percent were achieving at a rate which was either at or above the average achievement for their schools. Only 37 percent were achieving at a rate which was below average. Therefore, the pupils leaving the school tend to be the brightest ones in their school. Those left behind tend to be the lowest achievers. Thus, we feel safe in saying that more and more low achievers comprise the enrollment of our highest poverty schools.

Although the poorest and lowest achieving pupils tend to remain, Cleveland schools have made significant progress. This progress is a result of concentration of our compensatory funds on these poorest, low-achieving pupils. However, these funds must continue to be available. We must be able to continue these special instructional services. Even more funds are needed if we are to reach the ever-increasing numbers of very poor, low-achieving pupils who are left in our Title I schools.

House Bill 69 also addresses itself to areas of educational need other than Title I. In the past, funds have allowed us to provide services which supplement our regular instructional program.

In 1964, there was not a single library in Cleveland's elementary schools; today every one of our elementary schools has a library. These libraries are integral parts of the instructional programs of these schools.

Our Supplementary Educational Center daily brings pupils from throughout the metropolitan Cleveland area together to share experiences and activities which are beyond the scope of the individual schools.

Our daytime Adult Education Center provides courses for adults who wish to obtain their high school diplomas. We enroll 8,000 adults yearly in academic areas—at the Adult Education Center as well as our evening schools.

Each morning breakfast is served to nearly 25,000 elementary children. In addition, more than nine million hot lunches will be served this year in 130 schools.

Special funds have enabled us to expand service to the severely physically handicapped, the blind and the deaf. A new facility was opened recently to serve deaf children from throughout the metropolitan Cleveland area.

A large factor in the successful maintenance of these programs is that Cleveland, like most major school systems, is fiscally independent. Therefore, it is key that the delivery system for federal monies continue to be as direct as possible.

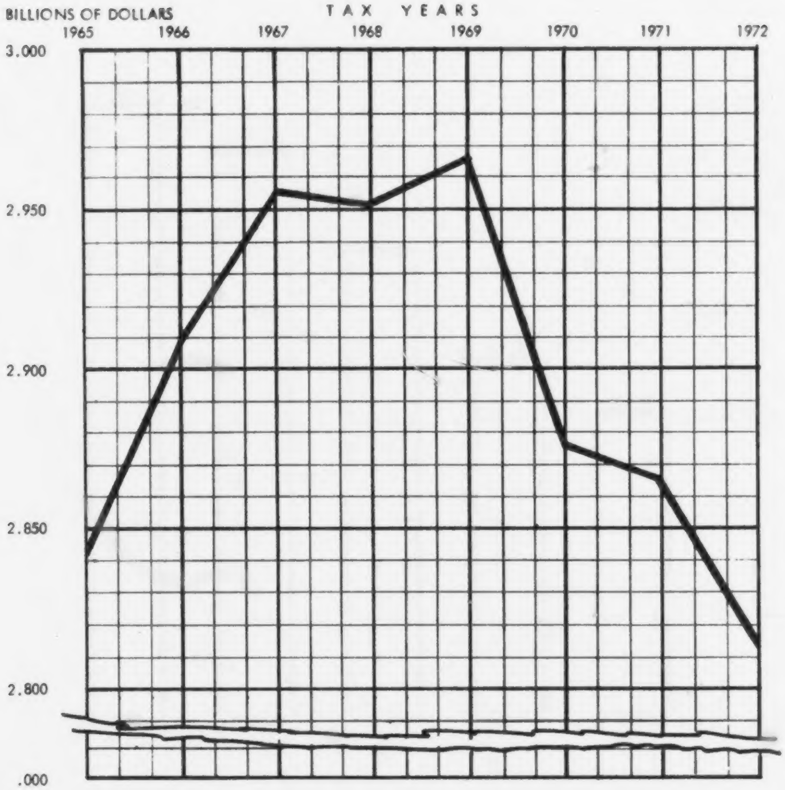
With the continued leadership of the House Education and Labor Committee and the cooperation of federal and state agencies, quality education will be made available to all children.

CHART I

CLEVELAND CITY SCHOOL DISTRICT

TOTAL ASSESSED VALUATION
1965 - 1972 TAX YEARS

(TAX RATE TIMES VALUE COLLECTED FOLLOWING YEAR)



ONE SQUARE REPRESENTS TAXES AMOUNTING TO $357,000.00 FOR THE GENERAL FUND

CHART 2

NUMBERS OF SCHOOL-AGE CHILDREN ON PUBLIC ASSISTANCE
CITY OF CLEVELAND

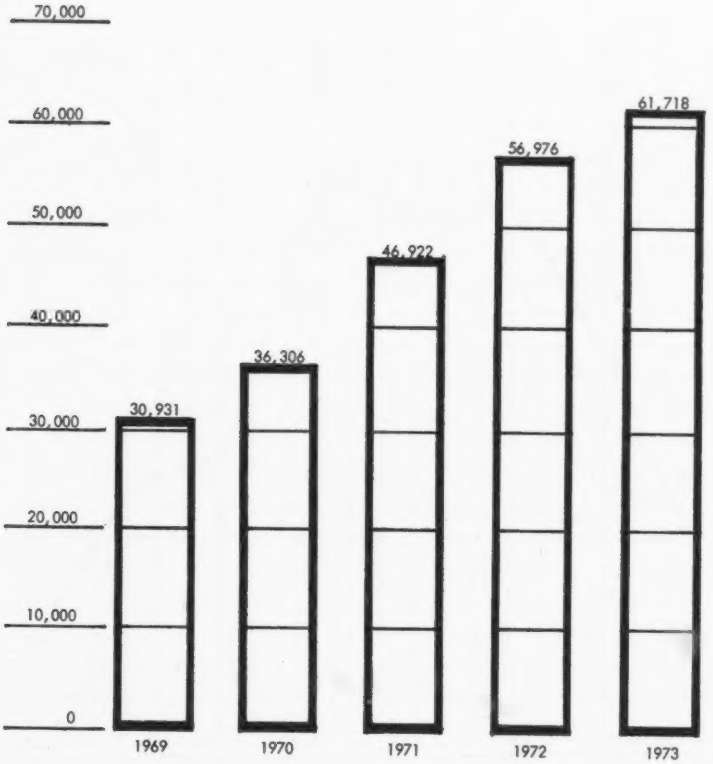
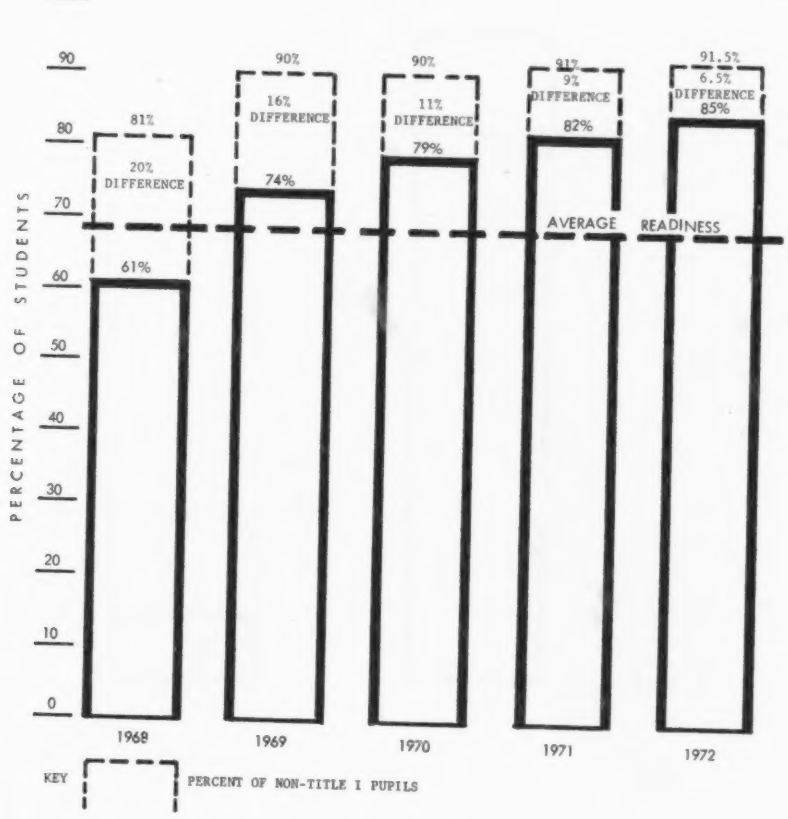


CHART 3

IMPACT OF TITLE I EARLY CHILDHOOD PROGRAM

ON READINESS FOR GRADE 1



READING COMPREHENSION

CHART 4

PERCENTAGE OF THIRD GRADE PUPILS IN TITLE I SCHOOLS

BY PERFORMANCE LEVEL

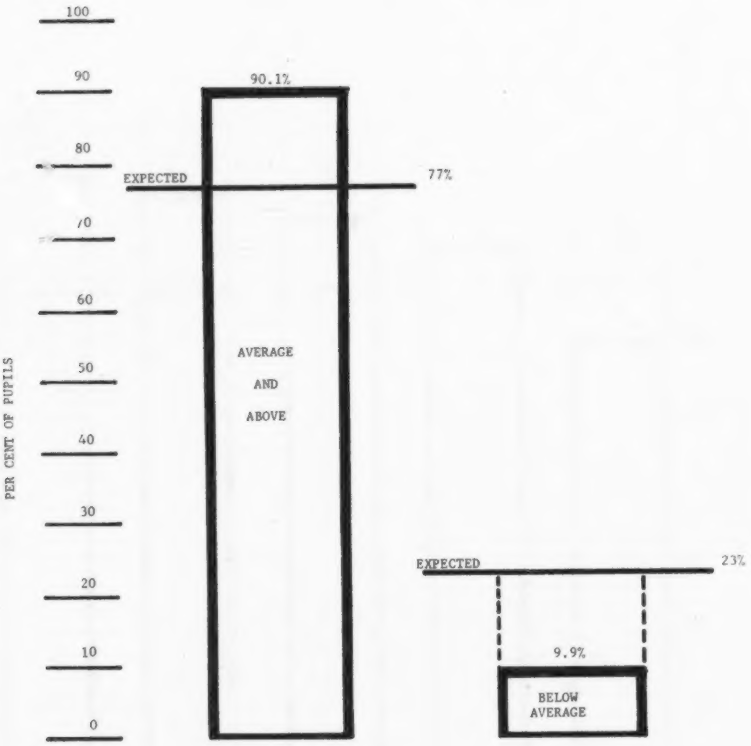


CHART 5

IMPACT OF ELEMENTARY TITLE I MATHEMATICS PROGRAM ON PUPIL GROWTH IN ACHIEVEMENT

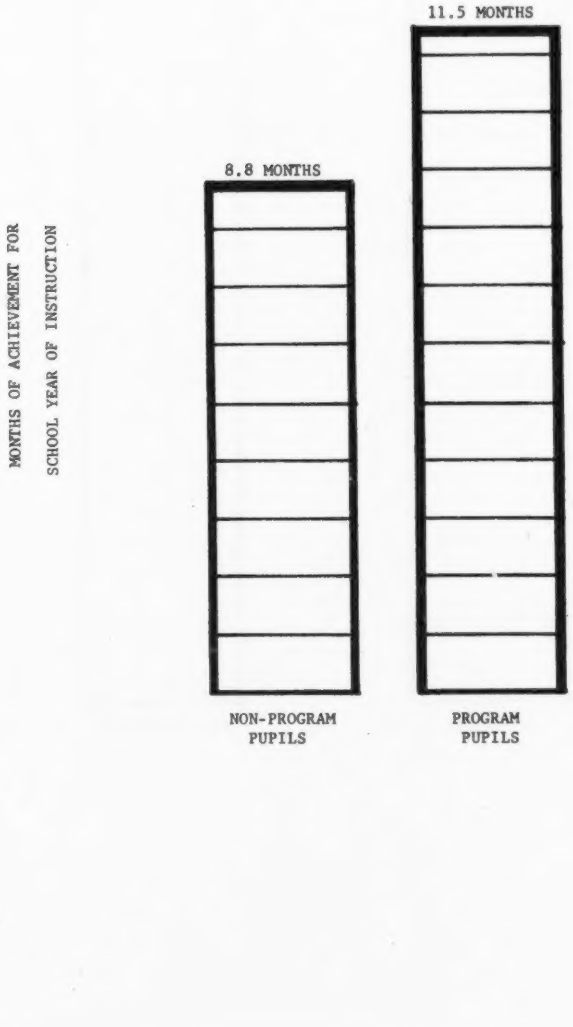


CHART 6

IMPACT OF SEVENTH GRADE TITLE I PROGRAM ON PUPIL ATTENDANCE

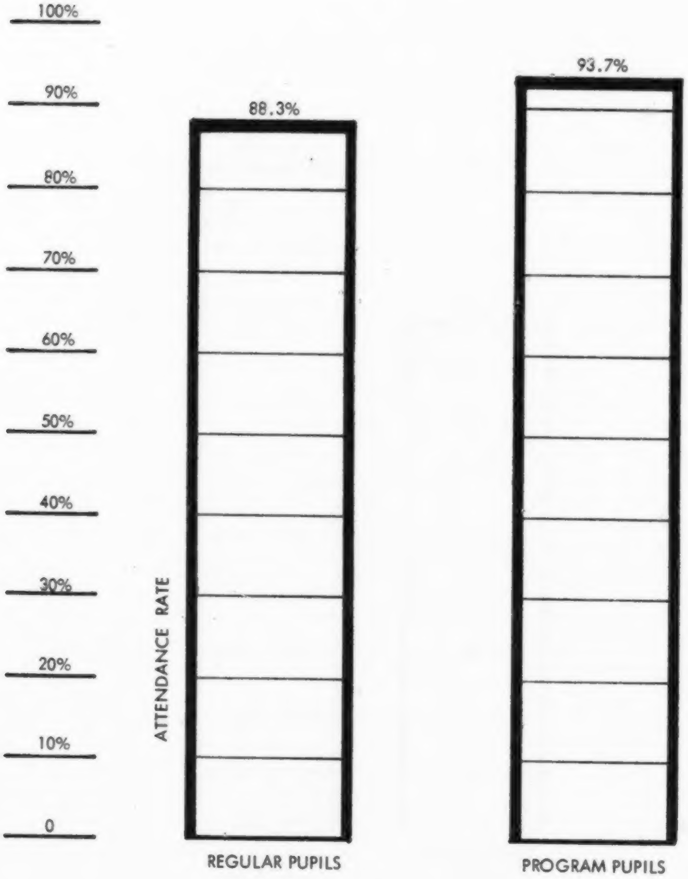


CHART 7

ALLOCATIONS FOR DISADVANTAGED PUPIL PROGRAMS

ESEA TITLE I AND STATE OF OHIO 1966 - 1973

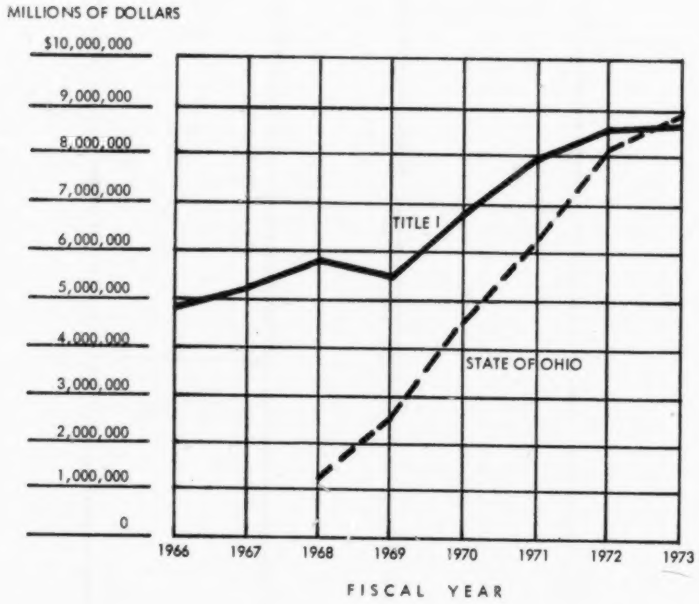
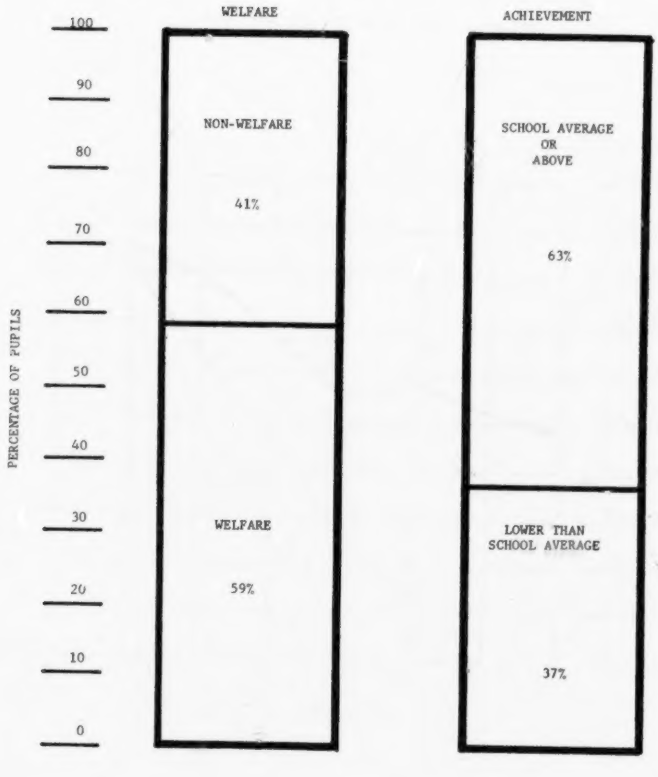


CHART 8

STATUS OF PUPILS

WHO TRANSFER FROM HIGH POVERTY SCHOOLS



CLEVELAND PUBLIC SCHOOLS—PROGRESS REPORT, 1964–72

	1964	Today
1 Pre-kindergarten	None	47 centers, 2,000 students yearly.
2 Kindergarten children on waiting lists	378	All enrolled.
3 Elementary libraries	None	135.
4 Reading specialists working in schools	do	104.
5 Laboratory science in jr. high schools	do	In all jr. high schools.
6 Deaf, blind, and seriously handicapped h. s. students.	No facilities	Secondary facilities open to all.
7 Summer schools	Under 10,000 students	79,742 students.
8 Day-time adult H. S. students	None	2,400 (1,153 graduates since 1967).
9 Graduates going to college and other training	37.2 percent	42.9 percent (over 100 percent increase among innercity students).
10 Financial aid	$2,500,000	$11,035,316.
11 Technical-vocational education	52 classes	409 classes.
12 Job placement for inner-city high school graduates	No figures available	June 1972, placed 97 percent of those desiring jobs since 1967, placed 95 percent of those desiring jobs.
13 Minority enrollment in apprenticeship training	None	15.7 percent.
14 Volunteers	do	3,783.
15 Number of professionals per 1,000 students	38	48.2.
16 Rate of expenditures per pupil compared to 32 surrounding districts.	Rank 31	Rank 14.
17 Cooperative programs with colleges and universities.	None	Programs with 15 different universities.
18 Federal funds	Under $150,000	$20,830,000.
19 Federally financed free breakfast program.	None	Serving approximately 25,000 daily.
20 Federal lunch program	1 pilot program	130 area schools.
21 Office of Equal Employment Opportunity	None	Full-time compliance officer reports directly to the superintendent.

STATEMENT OF DR. PAUL W. BRIGGS, SUPERINTENDENT OF SCHOOLS, CLEVELAND, OHIO

Dr. BRIGGS. Thank you, Chairman Perkins. I want to thank the two Congressmen from Cleveland for taking their time to introduce me today.

I think, having a leading Republican and leading Democrat representative from the great city of Cleveland, indicates the kind of bipartisan support the Cleveland schools have from our congressional leaders.

Both Congressman Minshall and Congressman Stokes are real leaders and have great respect in the greater Cleveland community, and it is a real honor to have them come in this morning.

Mr. Perkins, it is an honor to come back to your committee. Your record is clear and the record of this committee is clear as to the commitment you have to education. I always look forward to appearing before this committee.

Mr. Perkins, I am probably one of the few superintendents in the United States who is still in the same job that he was in when the Elementary and Secondary Education Act was passed. So, from this vantage point, I have had an opportunity to look at it from its inception to today with out interruption.

Therefore, perhaps I am in a better position to give an evaluation than one could get from some of the sources where there has been a great deal of change.

This morning I want to say that my testimony is going to be optimistic. I will be informal. You have copies of my testimony for the record, so I would like to talk informally about the Elementary and Secondary Education Act.

We have used it to supplement education. We have not used it to replace anything. We put it on top of what we have had in Cleveland. We have used it in a concentrated way. We have used it in the early years of childhood.

As a result, after being consistent over several years, we are beginning to see some real results. A preliminary audit of a week ago indicated that everyone of our title I schools is comparable. In other words, we are spending our title I money on top of our average citywide expenditure.

And, this is not a situation to be found every place in the United States. But, this morning I would like to refer to a series of charts that I think pretty much tell the story. Here we have Congressman Stanton from our district, and by the way, I live in Congressman Stanton's district.

I am one of his constituents. I check with him every once in a while to see what his voting record is and whether he is representing me properly down here. We are very proud of him.

Chairman PERKINS. If I may interrupt the distinguished witness. You know Cleveland is fortunate in having so many outstanding Congressman and, naturally, since the other two gentlemen have been permitted to say something, Congressman Stanton should have that same opportunity.

If you have any observation that you care to make at this time Congressman Stanton, go ahead.

STATEMENT OF HON. JAMES VINCENT STANTON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OHIO

Mr. STANTON. Thank you, Mr. Chairman.

We in Cleveland are distinctly proud of the superintendent of schools, whom we consider one of the great leaders in the field of education in this country. I know that everything that he says here this morning will be noted and, hopefully, it will provide a guideline for the action of the Congress of the United States.

Thank you, Mr. Chairman.

Chairman PERKINS. Thank you very much, Congressman Stanton. Go right ahead, Dr. Briggs.

Dr. BRIGGS. Mr. Perkins, I would like to present a series of charts this morning that tell our story. If we could have the first one over here. [See prepared statement.]

The story told in this chart represents the problem across urban America. Here we have a graph of the tax assessment values of the city of Cleveland.

In 1965, assessment values were just short of $2,850 million. And they went up until 1967 when they reached just over $2,950 million. If you notice, in 1969, they begin to sharply decline. The assessed value in Cleveland went down very dramatically between 1969 and 1970.

It dropped again between 1970 and 1971 and again between 1971 and 1972. Our preliminary study for 1973 shows a continued straight downward trend. In other words, the assessed valuation in the district is continuing to drop. On the tax rolls are $33 million of Penn Central property within the city of Cleveland that pays no taxes whatsoever.

So, here we are with a city tax property tax base that is rapidly eroding so rapidly that even the increases that we recently got from the State income tax in Ohio were less than our losses in general property tax.

So, this creates a rather bleak picture as far as the base of supply of money for a city schoool system. It is one that creates a real financial crunch on the city. Now, I have to say this: Cleveland is the only city in the United States that in a period of time as you see on this chart, the people have voted to increase their taxes for school purposes by 137 percent.

We have constructed in Cleveland, during that period of time, approximately $226 million worth of new schools. We have more schools being built in Cleveland today than the entire State of Ohio combined.

The people of Cleveland have made a real commitment. This has not been the case in most other urban centers. The second chart shows quite a different picture. It shows another real problem.

This shows the growth of welfare children, children from families on public assistance, in the city of Cleveland. In 1969, we had 30,000 such children in Cleveland. Today we have 61,718.

The increase of children from poverty homes has doubled. The rate of increase is a steady one. We have every indication that next year it is going to be higher.

The cost of doing business, where we are trying to provide quality education for these youngsters, is an increasing cost. It is interesting to note that if it were not for title I, which assists us in concentrating on these children, we would have considerably bigger problems in the city of Cleveland than we have at the present time.

We showed the next chart to this committee a year ago, but it has been updated. The horizontal line shows the average reading readiness of all of the children in the United States when they enter the first grade.

Sixty-nine percent of the children in America are ready to learn to read when they enter the first grade. In 1968, only 61 percent of children from title I schools in Cleveland were ready.

We were below the national average. In 1969, that jumped to 74 percent. The reason for the jump in readiness, we believe, was title I moneys. The results today show children who had some preschool work, some followthrough work in kindergarten, first grade work and so on.

In 1970, instead of 69 percent being ready for reading in the first grade, 79 percent were. We were 10 percent above the national average. These are poor children. Children from the families on public assistance. The figure I showed you a year ago was that we had reached then a position in 1971 where 82 percent of our first graders, according to national standards, had reached a point of readiness to learn to read, while the national average for all children was 69 percent.

This year, it is 85 percent. This is steady improvement. The position of these children is improving every year. These children are children from poor families.

These are title I children. I would like to show you an overlay that shows nontitle I children. The red color shows the city of Cleveland. In 1968, you will notice that we had reached a position of about 80 to 81 percent of our nontitle I children were at the reading readiness level, compared to a national average of 69.

We had a 20-percent gap between our poverty children and the average of other children in the city of Cleveland. We removed the poverty children statistics. So red shows all children in the city of Cleveland except poverty children.

The next year as the reading readiness went up for our poverty children, it also jumped for the others. But the gap began to close. Instead of a 20-percent gap, now it is a 16-percent gap. In 1970, it became an 11-percent gap.

In 1971, 9 percent. And this year 6½ percent is the difference between the reading readiness of children in the first grade in Cleveland in the nonpoverty schools and the readiness of those in the poverty schools.

We hear a lot of studies showing that poverty children continue to build a bigger gap as they go. This is not true in Cleveland today, and I think this is one of the most significant charts that you could look at.

We have the backup of real hard research material on this and this indicates, I think, beyond any shadow of a doubt, as far as reading is concerned, what we are doing in early elementary concentrations in secondary programs in Cleveland. It is working and is beginning to close the gap.

The next chart is another one dealing with test scores, but now, the third grade level; 77 percent of the students in our schools should be at the comprehension level shown by the red mark.

We find, however, of our title I children, we stop not at 77 percent, the expected level, but rather we have 90 percent.

When we look at those who could be expected to be below the average, the middle group, it is 23 percent. In Cleveland, of our welfare children, our title I children, it is 9.9 percent.

In other words, we have moved that bottom up and we have moved the top up. This is at the third grade level, which tells us the same thing is happening there as we saw in the previous chart with the first grade reading readiness program.

The next chart deals with mathematics. We show the growth of a child 1 year, i.e., 10 months of school. The program pupils, elementary and secondary pupils, are indicated by the bar on the right.

The average elementary school pupil in Cleveland in title I has an 11.3 months mathematical growth during 10-month period.

Their mathematical growth is 11.5. A year ago, when I showed you the same kind of a chart, the growth pattern for our elementary and secondary education youngsters was the same as this.

In other words, in the last 2 years, growth has leveled. However, the lower bar indicates the growth of other children in the same schools, nontitle I children.

It is interesting to note that the growth in mathematic skills in comprehension achievement for nontitle I children is 8.8 months compared with the program children in elementary and secondary programs of 11.5 months.

A year ago when we showed you this chart, the other children in Cleveland were growing at the rate of a little better than 5.5 months out of 10 months. I think what has happened here, we are now beginning to see a spillover of improvement in the achievement of children who are not on title I programs in title I schools. They are the ones who moved up more rapidly in mathematics this year.

Particularly noteworthy in the case of title I children, the growth pattern is greater than the 10 month expected growth pattern.

When we look at another kind of benchmark—attendance at the seventh grade level [because this is the age that we find attendance of youngsters beginning to drop], the first bar shows 88.3 percent of our children could be expected to be in school on any one day.

The children from families of the poor from whom we would expect poor attendance, where we used to have real attendance problems, we find that the average is 93.7 percent attendance. In other words, the attendance of children participating in programs funded by the Elementary and Secondary Education Act is much better than other students in the same schools.

Regular attendance for the average youngsters, 88.3 percent 93.7 percent for title 1 youngsters. In other words, there must be something happening in the schools that is attractive to youngsters who have the advantage of programs funded by ESEA.

This chart is one which I think should interest this committee. We felt that the success of the ESEA moneys was so great that in 1968 we went to the State legislature and we said that we were experiencing a great deal of improvement where we use ESEA moneys.

We said to the legislature, "we would like to have you enact a companion program in the State of Ohio." The result is indicated by the broken line; the other line shows the dollars that we have received in Cleveland from title I.

Title I moneys started just below $5 million in 1966. In 1968, they were just below $6 million. They dropped back a little bit in 1969, and then they steadily increased through the years. That is title I moneys coming to the city of Cleveland.

The jagged line is now a new appropriation by the State legislature for similar programs, not programs to duplicate but to backup title I programs. There are 13,000 children on title I programs, because we have concentrated there.

There are 50,000 children on the other program because we have gone a different route in trying to make the total school atmosphere better. For the first time this year, in 1973, the amount of money received these kinds of programs for poor children in Cleveland is greater from the State than it is from the Federal Government.

I do not think very many other States have gone this route. I think maybe part of our success in Cleveland is due not only to the example set by title I, but also that title I has inspired new State money.

The other day I asked our research department to take a look at who leaves the Cleveland schools because I think this tells us something. We have five more schools this year that have 97 percent of the children from welfare homes than we had a year ago.

A year ago, we had one. Now we have six. We said, "Let's see who leaves town." And our findings support the theory we have that poor people do not leave the city. Those who leave the city are not the poor.

The first bar shows that 41 percent of students who move out of the district are nonwelfare. The students on welfare largely move within the district. As far as achievement is concerned, 63 percent of children who leave the inner city are our upper achievers.

Only 37 percent who leave are in the lower achievement brackets. So in the city of Cleveland [as I am sure is true in most urban centers] the children who transfer out of the district, the children who leave, are our better achievers.

The ones who stay are our poorer achievers. This has been going on for several years. This should dramatically reverse the charts you saw previously because the concentration of the lower achievers remains in the city.

The concentration of the poor remain in the city. It is almost impossible, because of housing patterns in a city like ours, for poor people to leave. I think this indicates exactly what our suspicions have been.

Now, I would like to conclude with just a couple of remarks. I think that the atmosphere that has been created by ESEA has been one that has brought commitment to education.

It is one that has allowed us to zero in on children who most need help. It is one that has been supplemented by additional State moneys which has allowed us to do things that ESEA has not allowed us to do.

We have had programs of nutrition. About 25,000 children this morning just finished a free breakfast in Cleveland. Probably 98 percent of those children would not have had breakfast otherwise.

Within a couple of hours at lunch time, approximately 50,000 children will have a free lunch in the city of Cleveland. We do have some problems with some of the legislation, not the intent of the Congress, I am sure.

I have just been handed a rather alarming decision by the Federal District Court about food lunches. We were brought into court because we were not feeding all poor children. This is correct. We had made application for food money and had been denied.

We needed $1,800,000 additional money to extend food service to all of our schools. We were denied that this year because funds were not available. But the law mandates that we feed poor children.

The judge said to us a few months ago, "You must feed all poor children." We said, "What about the funds?" He said, "That is your problem. The Federal law says you must feed all."

He gave me 3 weeks to comply. Three weeks was not enough. We asked for a stay of the decision until we could implement it a little further. Our board of education agreed that we could, would dip further into general funds, which already was in the red by $5.5 million.

So, we started to implement further. The court denied the stay when we asked for a stay so we appealed to the Federal Circuit Court in Cincinnati, and there we were given a stay for another month.

Now, it has gone back for retrial because of some errors. But here we are, a school district mandated by Federal law to feed all children of the poor. And yet, the funds for providing the same services are not also mandated.

And, we are up against an embarrassing situation. Not having sufficient funds to feed all of the children of the poor, and as a poor humble working superintendent I could be facing a court sentence, if necessary, because of violation of Federal law.

It would be great if the programs——

Chairman PERKINS. Let me interrupt you at this point. I have worried about the mandate that we wrote into the school lunch program, feeding all of the poor children in the country, and I have done my best to see that we implement that law in everyway possible.

Even yesterday we had a bill to make money available to the local school districts where the Department of Agriculture could not purchase commodities in the open market. But, notwithstanding all of our efforts, there is just not enough money appropriated by this Congress to feed all needy school children in this country. That is something that the courts of the country could easily take judicial notice of.

The courts of the country will have to be realistic.

Of course, the courts can say that is exactly what the Congress intended, but we have not implemented what we committed ourselves to do.

I think the Congress has got to do a lot more, Superintendent Briggs, in that connection so that we can feed all of the poor schoolchildren in this country—the ones that need school lunches.

In fact, I feel it would be doing America a great service if we had a universal school program. I feel that we ought to appropriate the funds and do just that. I know a lot of people do not agree with me, but the first priority is feeding the disadvantaged of the country.

That is why I feel that our priority here is to take care of the disadvantaged school pupil before we take care of the more affluent in the way of special education programs.

We have to do something where the need is greatest. Your testimony has further convinced me that title I is doing the job that the Congress intended it do for the people.

But, there again, we have an inadequacy of funding. I do not know what the courts would say in this case, but it is the responsibility of the Congress, and we have not met the commitment that we made insofar as funding the title I authorization.

I am hopeful that we can hold fast to these programs that are doing an excellent job, expand them, convince the Appropriations Committee that more money has to be appropriated if we expect to obtain good results.

But, your results, Dr. Briggs, are outstanding. I am sure you are acquainted with the President's special revenue sharing for education proposal which consolidates some 32 present State programs into one package with five areas of funding within that package.

The fifth area would combine the programs presently being funded under the Adult Education Act; title II of the Elementary and Secondary Act, libraries and textbooks; title III of the National Defense Education Act, textbooks and equipment; title V of ESEA, State department of education; title III of ESEA, the innovative title; and the basic support programs of the National School Lunch Act.

Now, if special revenue sharing were enacted, what would happen in Ohio if the Federal court order you have just described is upheld on an appeal at a later date? Wouldn't you and other school administrators go to the State Capitol and ask that the State Department of Education shift all funds in this fifth category to supporting the school lunch program?

This would mean that none of these other projects would be funded because an urgent need exists to fund the school lunch program. Now, if special revenue sharing were not enacted, and if that court order came back on an appeal and was upheld, then you would just come to Washington with the other school administrators throughout the country and ask that Congress put more money in the school lunch program.

That way Congress could decide, as a matter of national priority, whether the lunch program should be expanded. And, it would negate all of the education groups squabbling with one another at the State level in order to get their own share of the funds.

Do you agree with my philosophy or my statement along that line? If not, tell us, in your opinion, what would happen?

Dr. BRIGGS. Mr. Perkins, I follow the rationale completely there. I think we had a parallel to that a year or two ago where a strong welfare rights movement had moved in attempting to have us transfer from title I large sums of educational money for semi-welfare kinds of activities.

If it had not been for the fact that the guidelines were rather firm and the position of the Congress was rather firm, I am afraid that many of the funds that we had in title I might have been transferred out because the pressure was very severe.

It was very great. It called for massive demonstrations and breaking windows and a few other things in our central office building, and I think that we probably, in the interest of peace, would have made some compromises.

There is a strong human interest in the feeding of the children of the poor and as the judge said, in his decision to us, as long as you have money for books, you have money for food, and you ought to use it for food.

I think I would rather come in and keep the food clearcut and clean. I wish funding could be adequate and we could feed all our children. I have no adverse feeling to categorical aids as long as they deal with the real problems that we have in our urban centers and traditionally title I has zeroed in on the children of the poor in our cities.

Chairman PERKINS. Mr. Briggs, some members in the Congress are suggesting that we amend title I to remove the emphasis on services for poor children and instead go to a standard of educational disadvantage as measured by achievement tests.

This shift would probably double or triple the number of eligible children. Do you believe that we could double or triple the number of children while still only having the same appropriation and get the same kind of solid achievement which you have shown to this committee here today?

Dr. **Briggs**. I doubt it very much, Mr. Perkins.

Chairman **Perkins**. I want you to go into detail.

Dr. **Briggs**. We have concentrated our title I moneys on 13,000 children. We have 60 some odd thousand from families of the poor. But the title I money is coming into Cleveland. If we spread it over 60,000 children, it would not give us the kind of independent coverage that we want.

Mr. **Radcliffe**. Mr. Chairman?

Chairman **Perkins**. Yes.

Mr. **Radcliffe**. May I observe, having drafted the bill referred to, that it provides for the same kind of concentration that you would find necessary under title I in the event it were not fully funded.

Dr. **Briggs**. I see. In other words, what you are saying is that there would be no cutback.

Mr. **Radcliffe**. No, sir; there would not be.

Chairman **Perkins**. But the chances are that you would get away from the poor areas and get into the areas that were not as disadvantaged to the extent of the poorest of the poor. That is my opinion.

Go ahead.

Dr. **Briggs**. Mr. Chairman, I speak as a superintendent from an urban center and some of my colleagues may not agree with me from other kinds of school districts, but it seems to me that the real problem educationally and sociologically in this country is to be found in our cities.

I would hope that nothing happens to deplete the moneys available for the educational programs of the children of the poor. Also, I would like to think that the delivery system should continue to be as uncomplicated as possible.

When we write into it complications that deal with abstractions, we get into real trouble. The one we have now is probably about as simple a system as we could have. Also, we find that it is advantageous to identify the children early.

By early, I mean before they start to read. Before there can be any achievement records on them. Our greatest success.

Chairman **Perkins**. One of the drawbacks to the achievement test then, to your way of thinking, is that you have to identify them before you test?

Dr. **Briggs**. In the big cities where we have so many children from the poor, I think we are going to have to find ways and means of opening our school at a much younger age to children.

We are doing it with 4-year-olds now in Cleveland. We have about 2,000. I believe, 4 years old. This is pretty early to start a testing program on achievement, but if we are going to get those youngsters in a posture, motivationally as well as culturally, we have got to get them early and we have got to get their parents.

I would like to see us even go to 3-year-olds. I think this is the area that in the cities we have to work on.

Mr. **Radcliffe**. Mr. Chairman, with your permission, may I again observe simply that the bill would not require achievement tests. As a matter of fact, the principal testing mechanism spelled out in the bill is a criterion reference test.

It includes testing for reading readiness and mathematics readiness and it would, in any event, permit the local educational agencies, once it had received its funds, to utilize those for preschool programs precisely as title I.

Chairman PERKINS. If I understand the bill, the gentleman is talking about the national test score basis. But to receive the funds within the state, you resort to testing within the state, and that could result in all sorts of problems.

Mr. RADCLIFFE. Testing and other means of identifying the problems.

Dr. BRIGGS. I have not seen the bill. I am merely reacting to your questions this morning, Mr. Chairman.

Chairman PERKINS. Go ahead, Mr. Steiger.

Mr. STEIGER. Thank you, Mr. Chairman. I want to simply join Charlie Radcliffe, as well as the Chairman, in observing that your testimony is extraordinarily well done.

Dr. BRIGGS. Thank you.

Mr. STEIGER. You are one of the best we have in this country and it gives us some factual information on which to base a judgment about what we do.

Because of that, let's go to the charts that you made available to us this morning. I do not know whether within that packet you included all of your charts.

Dr. BRIGGS. Yes, they are in the back part of the testimony. The charts are numbered.

Mr. STEIGER. At the present time, under title I with the funds available, you service, if I recall your figures correctly, 13,000 out of 61,000.

Dr. BRIGGS. Yes.

Mr. STEIGER. And later on in your charts in terms of reading readiness, I would assume based on some kind of criterion reference test; is that true?

Dr. BRIGGS. Yes.

Mr. STEIGER. That you use not both in math and in reading?

Dr. BRIGGS. Yes.

Mr. STEIGER. You have indicated that at this point the impact of title I on early childhood for reading readiness for grade one has been narrowed to, what, 85 percent or at a reading readiness level of first grade?

Dr. BRIGGS. That is correct. That is of title I children.

Mr. STEIGER. That is those 13,000?

Dr. BRIGGS. Yes. These children have had the preschool programs and have had the followthrough program in the kindergarten, and now are ready for the first grade.

Mr. STEIGER. How does this compare with those that are nontitle I served eligibles?

Dr. BRIGGS. I do not believe I have that figure.

This is title I schools and all children in title I schools. So that includes both those served and not served. However, you want to remember this is where we have the concentration of the programs, and this is where we probably are serving the largest percentage of our title I children, in our preschool kindergarten followthrough, and then in early elementary.

We phase out after the third grade.

Mr. STEIGER. You have this key marked in here on chart 3 on dotted lines rather than on heavy black lines which indicate the percent of non-title I pupils.

You help me figure out what you mean by that.

Dr. BRIGGS. Yes, these are all of the other children in the city of Cleveland. In other words, how they fared, when we take out title I children. In 1968 you see there was a 20-percent difference between their achievement of readiness and that of title I participants.

Sixty-one percent of title I students were ready for reading and 81 percent of the nontitle I children were ready for reading. There was a 20 percent difference there. However, in 1969, it dropped to 16 percent difference.

The gap is closing until you get over to 1972 where there is 6½ percentage points difference.

Mr. STEIGER. Thus, there are a significant number of nontitle I children who do not enter the first grade at a reading readiness level?

Dr. BRIGGS. The national average is 69 percent. In the Cleveland schools, 91½ percent of the nontitle I have reached that readiness.

Mr. STEIGER. What I am trying to see if it is possible for us to develop within your framework as the superintendent of schools in Cleveland, is the difficulty with which you are faced within that school system by those both title I and nontitle I, who do not come up to a reading readiness level at the time they enter the first grade.

It is a large number of children in both categories.

Dr. BRIGGS. It is a diminishing number as this chart shows. A dramatic improvement. I do not think you will find a city in the United States that has had this kind of dramatic improvement.

The point I am trying to make is, I think that probably what has contributed to this improvement more than anything else has been our concentration of title I moneys in the early elementary has helped tremendously there.

Mr. STEIGER. You have also concentrated on reading and mathematics?

Dr. BRIGGS. Yes.

Mr. STEIGER. What percentage of the funds in the Cleveland school system goes for those two basic subjects?

Dr. BRIGGS. About 75 percent. You see we can concentrate a little more in Ohio because we have gone to the legislature and have received supplementary moneys which deal with food service to a certain extent, to the free breakfast; and, by the way, free breakfast did as much to improve educational achievement as some of our experimental programs in reading because children are comfortable. They are in a good frame of mind for education and so on.

But that has come through supplemental kinds of programs.

Mr. STEIGER. In light of that, do you not agree that it is possible for us to develop a program that allows you to concentrate on those that in the Quie bill are called educationally disadvantaged?

What problem does that pose for you?

Dr. BRIGGS. Every poor child is educationally disadvantaged. Real poor. I am talking about the kind of poverty we have in the Hough area of Cleveland where families are broken, where mothers are on welfare, where children are not properly oriented to the world around them, the kind of stigma that is put on these children. It is not the kind of poverty that some of us knew back in early rural American days. It is a poverty that deals with concentration of those who have not gone to school, adults who cannot read or write, no books, no magazines, no newspapers in the homes. So what I am saying is if we take one criteria, the kind of poverty you find in a Puerto Rican community, or in the ghetto, poverty does something to children and achievement generally will be the lowest.

One of the nice, good, workable things about the title I program to date has been the fact that it has zeroed in on the real problems of the poor in cities like Cleveland.

Mr. **Steiger**. You are not suggesting, are you, that every child from poverty family scores at less than the readiness level to grade 1 through grade 7?

Dr. **Briggs**. No, but I would say to you that in this country the closest correlation that we can measure between achievement and nonachievement comes right down to the matter of economics. We just took a look the other day at two of our top achieving schools in the city of Cleveland, one black and one white. Those schools had the smallest percent of poverty children, something like 1 percent. They are the top achieving schools in the city of Cleveland. One is white and one is black.

We took a look at the two lowest schools as far as achievement was concerned, one black and one white and in both cases those were the schools with the highest incidents of poverty.

Now some very bright children and good achievers come out of those programs but if we just use one yardstick, the best yardstick we have yet seen is one that deals with the economics of the families.

This was quite different in early America where we had a lot of rural poor people. But that was a different kind of poverty than you find in a ghetto like Hough.

Mr. **Steiger**. In all of this, the problems that have developed in title I, which I think at least in Congress has a very great responsibility to deal with, among them the formula and the use of census data, continue to plague a number of us and that is one of the reasons that I think there is a search for an alternative that allows you to deal with the most important of the problems facing a child in the school system.

You have given an eloquent defense of the poverty criteria that we use now in title I but can you quite honestly give us a defense of using 1959 census data as the basis on which we distribute the money in the city of Cleveland or any other city?

Dr. **Briggs**. No; I think we should have the most recent data possible. There is no question about that.

Mr. **Steiger**. And you are persuaded that you should continue to, well let's go to the question of the most recent data. It is now 1973 so we are going to be using 1969 data in 1974. That is not very recent. Do you have an alternative for us as to how you get more up-to-date data on which to make the distribution of funds?

Dr. **Briggs**. No; I haven't given thought to that delivery system as far as how recent the data is. However I do know this that in our urban centers there is still an exodus of middle class who are leaving the urban centers.

The problem of poverty is becoming compounded rather than being alleviated.

Mr. STEIGER. Isn't one of the problems in that, superintendent, that an educationally disadvantaged middle class child does not have the benefit of the kind of program available under title I and therefore searches in many ways for an easier situation in which that child can be educated?

Dr. BRIGGS. Yes: I think it would be fine if this Congress could find the kind of money that would not only take care of all title I children but also extend and expand funds to other groups. That would be very, very excellent, but what worries me is the fact that as we see an increase in the number of children from the poor in our cities, we do not see today a like increase in the kinds of support programs for them. I have a great deal of respect for the kinds of programs we have had because they are working.

As a superintendent, I have to be pragmatic. I have to be for the things that work. In our city, the title I program has been one that probably has been the most effective in delivering the kinds of categorical money that we could not dissipate and could not use elsewhere.

What I started to say a moment ago was that while there still is an exodus from the city of middle class people, the new middle class that is leaving our city is black.

In other words, the successes of our programs, I think, are helping to bring economic independence to a large number of black people. The number of black people living outside the city of Cleveland in 1950 was 3,100. In 1960, it was 3,500. Only 400 increase in 10 years.

In 1970, it was 35,000. Our projection for 1975 is 70,000.

But the point we made on that one chart we had was that those who leave are the ones, those who leave from our title I schools, are the ones who have jobs now who look for new housing and find it in another school district and other suburbs.

I would like to say one thing because you are going to have testimony from East Cleveland this morning. The one suburb that has been the recipient of the poor, really the only suburb around Cleveland, is East Cleveland.

The problems that we have in Cleveland are the same problems you will hear about in a few minutes from Mr. Visci, the Superintendent of Schools of East Cleveland. We surround East Cleveland on three sides by ghetto.

And the housing in East Cleveland is such that welfare families can go in and rent in East Cleveland. They cannot go into Shaker Heights and rent. They cannot go into Rocky River and rent, or Bay Village. The concentration of welfare families is in the city of Cleveland with one exception and that is East Cleveland.

We are the only city in the United States that I know of where the ratio between black and white students has changed less than 1 percentage point during a 3-year period. It has stabilized. At one time the only people leaving the city were the white middle class.

Now, we have created a new black middle class. They also now are leaving. I would hope as we look down the road 10 years that one of these days we are going to see a turn around with a new group of people coming back into the city.

This probably will not happen until something happens to housing and we can clean out hundreds of acres of slum homes. This year between January 1 and middle of February, we had 2,000 major fires in Cleveland. The process of cleaning out a lot of this area is occurring every night. The children who live in those areas live in terror. Their parents live in terror. They don't know but what their home may go next because of vandalism.

That is why at this moment in history, I am comfortable with title I. I am selfish to say I would like to have more of title I money. But whatever system the Federal Government has to attack the educational problems of children in the city, I hope that it is a comfortable delivery system that really reaches us and as the superintendent of one of the largest cities in the United States I want to say that we are comfortable with title I.

We do not have great problems with it because it is delivering money and I am also optimistic about some things that are happening when we look at the other end.

This morning I have been testifying about the lower end of the educational spectrum particularly the first three grades. But as I look at the five high schools in the innercity of Cleveland, the high school that has the least amount of vandalism in the city of Cleveland, in the last 6 months, is East Technical High School, all black, located in the ghetto.

Something good is happening there. In a 6-month period we had only one broken window. The second high school as far as lowness of vandalism is John Hay, also in the inner city. Something is starting to happen in the inner city that is very good.

Also from our five high schools in the inner city of Cleveland we have had 100-percent increase in 4 years of children going to college.

We also have had a record now over a 5- or 6-year period of 95-percent placement on jobs.

I think some things are happening in the city that allow us to be optimistic. The federal moneys have made all of the difference in the world. Money for food, money for education and so on. Without them, we would have had a horrible and a hopeless situation.

Mr. STEIGER. Thank you very much.

Chairman PERKINS. Mr. Lehman?

Mr. LEHMAN. Dr. Briggs, how long have you been superintendent of the Cleveland School System?

Dr. BRIGGS. Well, sir, I have been superintendent of the Cleveland School System for 9 years. This makes me the dean of any of the 10 largest cities in the United States. The average now is around 2 years.

We have a meeting of city superintendents twice a year. I used to attend. I don't any more because I see nothing but strangers there. We take one-half of the meeting introducing the new superintendents. I have been there 9 years. I just signed a contract with the board of education for 4 more years in Cleveland.

Mr LEHMAN. That was a loaded question.

Dr. BRIGGS. I recognized it as such, Mr. Lehman.

Mr. LEHMAN. And all of the implications involved in this, I assure you, are due to the problems that involve our inner city schools.

I will have to get to another meeting but I am always sorry you are not still going to the meeting with these strange superintendents because I know one superintendent, you would probably still recognize and that is our superintendent from Dade County.

Dr. **Briggs.** Yes.

Chairman **Perkins.** Mr. Benitez?

Mr. **Benitez.** Thank you.

In the first place congratulations. I think everybody appreciated that you have done a wonderful job, Mr. Briggs, and that you love schools and children and particularly the deprived children.

Now as a person who himself has devoted 30 years to dealing with the deprived students at a university, I wish to confer with the distinguished chairman of this group and raise with you the question and the issue that for myself, I would like the court order to stay and that you should be sent to jail because I believe it will only be through such dramatic demonstrations of the injustices of a situation that the community at large and perhaps the Congress itself and even the administration will realize the impropriety of a situation where young people are condemned in advance because of inadequate economic facilities to a future of inadequacy.

I would think that you are enough of a good teacher to be hopeful that that happens and that you serve as an example of what should not occur.

May I have a reply?

Dr. **Briggs.** Mr. Chairman, I might suggest that if I do go to jail, I would welcome, if it could be arranged with the warden, for a next hearing of this committee, if you would like to have me as a witness, if you would come over to the prison I would be happy to be a witness.

Mr. **Benitez.** I think that would be very good. Let me add in this connection that in Puerto Rico when we decided to make a higher education available for every poor student in Puerto Rico, we passed a special law providing that if the funds were not available as appropriated, the proper authority and actions of the school authorities; in our case of the University of Puerto Rico, the overdraft would be authorized against the emergency funds of Puerto Rico.

And through that formula we were able to provide additional education for hundreds of lawyers, doctors, engineers and teachers throughut Puerto Rico. I think that is not a bad possiblity to consider.

Chairman **Perkins.** Any further questioning?

Let me ask you, Mr. Superintendent, if there would be any reluctance on your part if we needed to recall you somewhere along the line after the administration sends up the legislation and we have had to study the legislation, to see how any suggestion or plans that they may have would fit into your school system or whether it would interrupt your school system, and I am directing my assistant, Mr. Jennings, to send you a copy of that legislation when it comes up so that you can study it. At least I would like to have your reaction to it. It may be that we may want to recall you somewhere along the line.

Dr. **Briggs.** I would be very happy to be available to this committee.

Chairman **Perkins**. Give us briefly the amount of money that you received from title I?

Dr. **Briggs**. 8.6 million.

Chairman **Perkins**. To break it down, how is that 8.6 million spent—on how many projects?

Dr. **Briggs**. Twelve different projects. Each of them are described in this brochure that we have given.

Chairman **Perkins**. Any further questioning?

Thank you very much Dr. Briggs. We appreciate your appearance here this morning.

The next witness is Mr. Leonard Visci, superintendent, East Cleveland.

STATEMENT OF LEONARD VISCI, SUPERINTENDENT, EAST CLEVELAND CITY SCHOOL DISTRICT, EAST CLEVELAND, OHIO

Mr. **Visci**. My name is Leonard Visci. I am superintendent of a school district which is an innercity suburb of Cleveland. The name of the district is the East Cleveland School District.

I believe that a brief description of the community would be in order. It is an innercity suburb of 43,000 people crammed into 3.2 square miles bordered on three sides by the city of Cleveland.

The past 10 years and more realistically the past 6 years our school population has changed from 99 percent white population to 97 percent black.

The New York Times has referred to us as testing grounds for changeover challenge. Little did they know.

While our tax duplicate declined dramatically and I might add more than any other city in Cuyahoga County, our enrollment soared. Individual income declined and expenses went up. We did, however, attempt to meet the challenge in the following ways.

We increased our tax millage for schools from 18.4 mills in 1962 to 48.5 today. A total of over 70 mills for total community use.

I might add that while our millage went up percentage-wise more than any other community in the State of Ohio, the income of the parents sending their children to the East Cleveland Schools has remained at $5,200. The total community average income is $9,600.

Our people did vote for the millage consistently with over 60 percent majority.

Additional personnel were hired to bring pupil-teacher ratio to a high in one building which is a nontitle I school at 24 to 1, to a low of 16 to 1 in title I school.

We did build a new $3.5 million vocational school and incidentally we are the only school system in Ohio with one high school that did get permission to build our own vocational school.

The reason for this was the fact that the additional suburban areas refused to go into a joint venture with us because I don't belive the superintendents could sell our clientele to their community.

We completely rebuilt one elementary school and added new sections to four of the others. These are just the tools. With limited resources, we knew we had to utilize all available resources, both within and without the community. These resources consisted of OIC, Urban League, City Hall, colleges, universities—businesses, such as General Electric and foundations such as Martha Holden Jennings which have been very helpful to us.

We utilized cultural institutions. We do have a Center in Cleveland in which we have a Health Museum, Art Museum, Museum of Natural History, National History and the like.

We have utilized these. We have also gone to extended use of our school buildings. Basically we looked at our local needs and where approximatly 50 percent of our students were coming from homes supported by ADC funds we had to center onto the problems of the disadvantaged.

Title I forced us in the late sixties to look at our total program. Like many we thought of it as tutorial and/for summer school program. Headstart findings pointed out that the typical disadvantaged child has an intellectual deficiency of 2 years when they come to school. It follows then that we had two problems.

Problem one involved getting that child to accomplish within 1 year a 1-year growth.

Problem two involved sustaining that pace slowly but surely to take up the slack produced by 2 years differences prior to his coming to school.

In order to be able to achieve these two objectives, we felt that as much money as we could p..t into it that was based upon categorical aid would better be able to solve our objectives.

I have some strong feelings about noncategorical aid.

First of all, and I beg your pardon, but I am not as clever as Dr. Briggs on this and I don't have a union to contend with, but noncategorical aid can easily be diverted from its original intent.

Teacher salaries and others and I must say the word nonprofessionals, those that would strike in a school system when there is no money available diffuse such funding.

Leftover aid after the loot has basically been diffused, would be utilized for continuation of existing school programs most of which would be more of the same. Many of these weren't successful, in the first place with the disadvantaged.

In no way could I see that there would be any assurance that money given on noncategorical basis would be spent to meet local, State or national priorities for education.

The best argument of all that these funds should be categorical is the fact that title I has been translated into successful programs for disadvantaged children.

My submitted statements can show where children who have participated in programs funded by Federal Government increased in achievement from 30 to 100 percent.

We now feel that in our primary grades at least, our clientele can successfully compete with their suburban peers.

A couple of things that I would particularly like to refer to is the fact that Federal programs such as title I have been able to be placed into buildngs and have had a definite effect upon not only the student but important to us in our particular situation is the fact that it has been the effect upon the teacher.

We put in two programs. One is an extended school year. One-third of our students in elementary schools go on a 11 months school basis. Intermingled with this are 1, 2 and 3 week sessions with the various museums.

We meet with those teachers of those museums and we go over the type of thing we think should be done.

The second program is that we have a teacher retraining program. A teacher retraining program in an innercity school is extremely important.

We have six colleges working with us, having professors in our schools all day, having classes on our campus, not on theirs, and we have attempted to change attitudes.

We feel that title I has changed attitudes, has changed the attitude of the disadvantaged so that learning can take place. We made a calculated risk right off the bat by placing the majority of our money in the primary grades to the exclusion of the high school.

We have now worked from the primary to upper elementary to junior high, and have had success at all levels, and will in September of this coming year start a retraining and 11 month school year program at the high school as well.

We put in some programs that have been very effective. We put in some that have flopped. Those that have flopped have been for the most part with our own moneys. These were placed upon us by various pressure groups and have really added very little and very simply put, gentlemen, the thing that we have tried to do with all of our programs is to say when our child comes out of school he must read, write, add and subtract, and get along with others.

If we can do that, the black history, and all of the other stuff that pressure groups put on you, are incidental.

If we can do this and we have time and money left, fine, we will cover the water front.

A couple of things that concern me, one in particular involving some of the Federal programs, and one that I think could be easily covered. Frankly I think that teachers in title I should be able to teach other teachers within that building, to train them, and to retrain them.

This is not possible right now.

The second point that I think that we have to concern ourselves with is on the home front. All the way along from the pre-school, right on through the junior high we must have committees of parents. These committees of parents basically must be able to make dramatic changes within the curriculum.

This has to be afforded to them. As a result of this community interest, Dr. Briggs had some interesting examples.

I would like to point out one to you.

Four years ago we had $68,000 worth of vandalism in the buildngs that were title I schools. This past summer we had $400 worth of damage in the title I schools.

Part of this is because of parental interest. Part of this is because of our extended school year where the children are there. Part of it is the fact we have extended the program beyond the normal course of the day up until 8, 9, and 10 o'clock in the evenings for adults because adult education is also an important part in our community.

In spite of all of this, let me show you at least one type of thing that we constantly run into and I think it ought to be called to the committee's attention.

An example is the lunch program in which we were asked to start a lunch program 3 years ago. We were given 65 cents per lunch.

This year we were cut to 35 cents per lunch. Yet anybody who went on a milk program in the State of Ohio which meant all of the economically wealthy suburban schools went from 4 cents a bottle of milk to 5 cents.

So in realtiy what has happened is that those that have, get and those that don't, won't.

That is exactly the way it is. These are the types of things that do concern us.

The fact that the Federal Government has just cancelled or so we have been told. Within 30 days the social security program title IV–A, will be excluding East Cleveland. We have commitments running through October of next year with approximately $480,000 and we were told within 30 days programs are going to be curtailed. Our contractual obligations go through October. This does not present a peace of mind to me as a superintendent of my district. We need continuity of financial planning.

I thank you for your time.

[Prepared statement of Mr. Visci follows:]

TESTIMONY BY LEONARD A. VISCI, SUPERINTENDENT, EAST CLEVELAND CITY SCHOOL DISTRICT, EAST CLEVELAND, OHIO PREFACE, EAST CLEVELAND CITY SCHOOLS

The East Cleveland City School district encompasses three square miles and approximately 44,000 people. The school buildings, servicing approximately 8,400 students, consist of one high school, one junior high, six elementary schools, and a newly dedicated vocational educational building.

The East Cleveland community has undergone significant changes since 1965. Bordering upon the Cleveland-Glenville area, the community began to experience rapid changes in its racial, socio-economic composition. Since 1965 the racial composition of the community has increased from five percent black and 95 percent white to 75 percent black and 25 percent white. The change within the school population was even more pronounced proceeding from five percent of the student population being black to the present 99 percent black student population.

The percentage of home ownership in 1965 was the highest in the metropolitan area and the lowest by 1970. Similarly, family income has been reduced to the second lowest in the area while the unemployment rate has increased to more than 300 percent of the national average.

With the city being ranked second lowest in per capita income in the county, the number of families subsisting at or below poverty guidelines as established by the federal government is between 75 to 80 percent of the total family population.

The number of children from welfare families, who are enrolled in the schools, has seen an increase from 1965 of one and one-half percent to 40 percent in 1970, to 50 percent in 1973.

Although the East Cleveland City Schools has experienced further decline in monies available for general expenditure indicated from drastic reductions on taxable property evaluation, the community has consistantly passes school bond and operating levies to a point where the school tax rate is among the highest in the county. These increases have been in large part used to offset the growth in student population while maintainig a teacher-pupil ratio below 25 to 1.

The present staff of teaching personnel has undergone a turnover approaching 100 percent within the last eight years, with the staff having an average of four years experience. The student population has, also, undergone a turnover. Dropout rate and non-attendance of students has been on the uprise, while achievement patterns have been in the decline.

Using nationally normed achievement test results from past school years, research revealed that students in East Cleveland elementary schools were achieving, on the average, between three to four months below grade level for each school year attended. Upon entrance into junior high, therefore, a student would conceivably be from two to three years below placement. Furthermore, children upon entering kindergarten and first grade were extremely deficient in basic learning skills such as perceptual development, gross motor coordination, and social maturation skills. These deficiencies have only compounded and caused a spiralling effect upon the attainment of desirable educational objectives.

In 1965 a major breakthrough for disadvantaged children occurred when the Congress of the United States passed legislation providing funding under the Elementary and Secondary Education Act to improve educational quality and opportunity to children.

In effect Congress recognized the necessary educational impoverishment of some of our urban and rural schools. Not only has the focus been transferred to the major educational problems in the United States, but the Act also provided recommendations and solutions to the existing dilemma. This was accomplished by providing categorical funding for specified educational objectives. Little doubt exists in anyone's mind that without the impetus provided by Congress, little or no innovative programs would have been undertaken by public schools or universities. Title I and Title III have fostered this spirit of adventure in education. A second major breakthrough may occur with the passage of HR 69 and HR 16. In addition the Supreme Court ruling in California clearly demonstrates the inherent value encompassed in these bills by maintaining its concern for the disadvantaged child and attending to the problem of disparity in educational opportunity resulting from unequal funding procedures in effect throughout the United States. Even with the maximum benefits derived from Title I, school systems with high concentration of disadvantaged children still spend less monies for education for their highly needy children than is spent for education for the more endowed child residing in the more affluent suburbs.

The position of the educational community of East Cleveland, Ohio, its Board of Education, and its administrative and teaching staff commends the House of Representatives Committee on education and labor for this proposed legislation and wishes to go on record in favor of intent of this legislation.

The position of the East Cleveland system has not been derived frivolously and without serious analysis of the total situation affecting the education of black children in urban schools.

The earmarking of ESEA funds (Titles I through VI) for specific categorical objectives has significant educational advantages for children. Little doubt exists that most school superintendents would prefer the obtaining of funding with little or no strings attached. By the very same token a valid assumption can be made that if the funds were provided under a no-string-basis, no additional planning or objectives for the direct educational benefit of students would be forthcoming than already exist in educational systems. Unfortunately, many school systems fail to establish for themselves realistic goals and objectives for the children they serve.

To attempt to justify East Cleveland's position on a purely philosophical basis would, unfortunately, result in continuous and unresolved debate. The proof of East Cleveland's position, however, can be better argued on very concrete economical basis. The argument is very simple.

If funding could be provided for school systems without the benefit of direction as provided in Title I, these revenues would become nothing more than a bone to be shared by all the existing factions in the educational community. First in line for share of the monies would be teachers' unions and associations. These groups have consistently resorted to unprofessional tactics, e.g., strikes, when uncommitted monies are not being spent on salaries. Moreover, absolutely no evidence exists to support the position that increasing teachers' salaries would result in increasing the quality of education. In fact studies have shown that teacher bonuses through contracted instruction have not significantly raised the achievement levels of students. Moreover, if increases in teacher salaries were to occur as the result of direct federal assistance, the net effect would be the erosion of the American dollar raised and provided for by local communities in general revenues. For if the cost of teachers is raised, increased costs would occur among all other interested parties. The final condition would be a reduction in the purchasing power of the school system and its revenues. It is of paramount importance at the present time to provide maximum utilization of school funds which can only be assured when educational guidelines are established for programmatic and qualitative projects. Furthermore, it can be contended that if the educational processes presently practiced in major school systems with high concentrations of disadvantaged children are inadequate and have failed, why should one assume that expansion of these programs or continuation of them, which would be the effect bestowed by indiscriminate funding, would have any other results? The literature is replete with criticisms of the failings of urban education. These criticisms likewise indicate that the failure is not merely financial but a failure of school systems to develop positive productive programs geared to the issues and needs of the disadvantaged child. This is precisely what will occur if categorical funding is disbanded by the Federal Government.

Everyone has the right, including the Federal Government, to expect a return for every dollar spent. This return should reflect improvement in the education of the disadvantaged child. An over-simplification of the problems of educating the disadvantaged child may be summarized by the following two statements:

1. Every attempt must be made to eradicate the deficit that the disadvantaged child brings to the educational process upon entering first grade.
2. Having once entered the mainstream of the educational process the goals should be to provide the equivalent educational advancement as occurs with the non-disadvantaged child—that is, one year of growth for one year of instruction.

These over-simplified objectives imply a drastic change in the learning patterns of the disadvantaged child whether he be appalachian, black, Indian, or chicano. In educational jargon the learning pattern of these disadvantaged children is characterized as between five to seven months of learning growth each year. In effect this means the majority of them fail to achieve an eighth grade education. For this reason, the inherent value of programmatic and categorical aid provided by Title I must attend to the major issue and alter the learning patterns of disadvantaged children. The importance of this statement cannot be fully appreciated without making a further distinction. There are schools with disadvantaged children and there are schools with disadvantaged school systems. The strategies to changing the learning patterns in each must differ.

In systems with disadvantaged children we are implying the vast majority of students may be categorized as normal with a small percentage of students who are in fact disadvantaged. In this situation the programmatic strategies aimed at upgrading the educational accomplishments for the handicapped learner should and can be described as a limited impact program. A limited impact program is one where all the benefits derived from a program are so instituted as to affect only those specific individuals presently labeled as disadvantaged. Benefits extending to other than those specified can be adequately provided in the second principle contained in the legislation HR 16. It is not required to essentially alter the course and direction of those educational school systems which already are satisfactorily meeting the needs of the majority of their children.

In school systems that are disadvantaged the majority of students qualify for the categorical and programmatic benefits of Title I. In these instances programs provided for by the Federal Government should attempt to provide maximum educational impact. To limit the effect of a program to a restricted few within a system when so many require the advantages of the program has the same effect as short changing the intent and objectives of the Federal Government in up-grading the level of opportunity for major pockets of disadvantaged children. An accidental change or appendage to the instructional program will result in limited effects and limited improvements. This has occurred frequently as is evidenced by examination of evaluations of Title I programs in disadvantaged school systems.

The overall achievement levels of children as well as maturing competency in controlled behavior has shown little advancement. This has been the criticism of the Coleman Report and Jencks Report. This is not saying that educators must accept this status position. On the contrary the East Cleveland school system has reviewed the need as one which requires change or modification in the essential structure of the educational program. That every dollar spent for improvement in quality education contributes to the process which will be ongoing rather than limiting it to the product.

I would like to bring to your attention four programs implemented in the East Cleveland school system. These are four from approximately forty, but they represent essential changes in the instructional processes within the school system resulting in concrete, objective, qualitative improvement for participants.

First is a program in Early Childhood Development for four and five year old children. The sources of funding for this project have been ESEA Title I and Health, Education and Welfare (EPDA) project. Prior to the implementation of this project East Cleveland children arrived at the threshold of their educational experiences with an average deficit of more than two years in linguistic, perceptual, and cognitive skills. A deficit so vast that any compensatory program provided during the elementary years would be hard-pressed to eliminate. Within one year of implementing its program, based on concrete measurable test results, the average level of skills has been raised from the deficit described to a level that would place them well above the national mean. In fact, the average for the system has been raised to the point where the mean achievement level for the system is at the 65th percentile. Not only has this feat been attained once upon completing of its first year of implementation, but has continued to improve upon this performance for every succeeding class of students extending over a three-year period.

The second program for your consideration is entitled *The East Cleveland Enriched and Extended School Year Program.* This program essentially is built around the needs of the pupil. School begins in September and concludes in July. Despite the lengthened school year the child attends no more than 15 additional school days. Its intent is to improve achievement and motivation of students. Fifteen percent of the children in the East Cleveland school system participate in the program. The project was initiated in pilot form under ESEA Title III and continues under federal funding. It incorporates the major cultural community resources within the Greater Cleveland Metropolitan area as its major motivational thrust whereby children receive in-depth instruction for one week periods of time interspersed throughout and between the various institutions. A secondary result occurring from this program is that some of the institutions involved in this program have achieved national recognition for promotion of the best educational programs provided. Briefly, children in grades one through eight attend school in six, six-week segments—four weeks of schooling, one week of vacation, and one week in residence at a cultural community center. As a result of this program the children and parents can be described as the most "tuned-in and tuned-on" group ever to attend an East Cleveland school. More significantly, however, are the achievement changes that have resulted among children participating in the program. In the most humbled of expressions, it can be absolutely stated that the program has achieved a change in the learning patterns of participants.

In grades one, two and three the mean improvement in achievement scores was 15 percent. In grades four through six the mean improvement was 45 percent. The range of improvement varied between 15–100 percent among elementary participants.

The third project undertaken by the East Cleveland school system is a program for the redevelopment and retraining of teachers' skills for diagnostic teaching. This encompasses 35 percent of the present staff in the East Cleveland School system. It is so coordinated that the entire staff of a school is and must become involved so as not only to assure that the competencies of teachers are improved, but also that there is a guarantee that there by systemic change in the school itself. Three schools are presently involved in various stages of development of the program. As a result of participation, teachers have altered their relationship with students in the teaching process to a degree which was not deemed possible. In response to this change the student body similarly changed their behavioral styles to the extent that their self-concept has improved greater than in a program aimed at improving self-concept, their identification with the learning process has more than doubled, and their patterns of behavior are comparable with their suburban peers. The hard core data necessary to establish achievements of this program is not available because the post-test data will not be collected until the end of the present school year. The evaluation of the changes in pupils, teachers and school change have been completed for presentation to the Department of Health, Education and Welfare.

The final project for discussion is the Reorganization of the Junior High School. Junior high education in the urban ghettos of the major metropolitan communities is considered by many to be merely educational wastelands, and for many the training grounds for unstable, unproductive, and at times delinquent life styles. The program at Kirk Junior High School was initiated by a private grant, The Martha Holden Jennings Foundation, in September of 1973. This altered approach to Junior high education has achieved, within three months, order, stability, and control of the educational climate so that actual learning is taking place. Even if no further improvement were to occur, the professional educator, the pupil, and the parent have become tolerant and accepting of the educational situation. The flight to private schools among students was halted. Community unrest has been dissipated and teachers now look forward to an extended employment in this, their school. The project will not achieve all of its potential for another one and one-half years, but very careful evaluation is being conducted to synthesize the project for what has occurred and what will occur. It has already been hailed as an outstanding success by the community, which is probably the most valid criteria for the success of any program.

Suffice to say, for the present that strategies for improving the quality education for disadvantaged systems should be directed by the following guidelines:

1. The awarding of funding conditioned upon the establishment of programs geared to the objections of the legislation referred to above.
2. The monies accruing to a school system as the result of federal legislation is not included as monies available to supplement general revenues.
3. That the intent of programmed development in these systems constitute an essential alteration in either school organization or instruction; thereby providing for maximum impact.

Obviously, these statements are rather strong and perhaps East Cleveland as a system may be a single voice; however, let us hope that it may not be construed as a voice in the wilderness beseeching the government for an opportunity of giving to parents of disadvantaged children that opportunity to full membership in the grandeur of Americanization. The dreams and the wishes of every parent regardless of race, color or economic status do not significantly differ. We all want and respect the same ideals. To the poor, to the disadvantaged, to the underprivileged, against those who have been discriminated, the underground railroad of education is the means of achieving the America ideals. Once again allow me to thank you for your concern for this population of American children and sharing with you some of the advantages of the East Clevelanders through federally funded programs.

Mr. STEIGER (presiding.) I appreciate your testimony, Mr. Visci and it is intriguing to have the perspective of some one who has to deal with the type of problems you have to deal with.

How much title I money do you receive?

Mr. VISCI. Approximately $350,000.

Mr. STEIGER. In your testimony you have four projects listed. Are those the only four projects that are title I?

Mr. VISCI. Yes; but we have been able to piggyback money on top of that from private foundations. The Jennings Foundation gave us $250,000 last year to supplement title I money.

Mr. STEIGER. Did you use that with all four programs or did you concentrate on one or two?

Mr. VISCI. Are you referring to title I moneys?

Mr. STEIGER. Yes.

Mr. VISCI. Title I moneys, we have to use in all four programs, sir. In doing that, it gives us the seed money to go to foundations for expansion thereof.

Mr. STEIGER. You have indicated that you started in the early elementary grades and have since been able to move on with all of the programs, or have you tried, for example, with your teacher retraining to move up the ladder more than the others?

Mr. **Visci.** What we did with teacher retraining was that we took a building at a time. We had to make change within that building so we took the total building and said to the teachers; "This is the program for retraining. Do you want to be part of it or don't you? If you don't, move out to another building."

Eventually we are going to run out of buildings because we already have them in three. That will be a very interesting possibility with tenure and the rest. But I have something going with me that most other superintendents don't.

I have a small community. I live there. I communicate with them. If if comes down to a point where a teacher is going to attempt to do something that the community has not been behind, their chances of livelihood are going to be slim.

I will leave it that way.

Mr. **Steiger.** What has been your experience with the parental councils under title I?

Mr. **Visci.** I am sorry.

Mr. **Steiger.** With parental council.

Mr. **Visci.** Are you referring to the council committees? We have gone far beyond what most school systems have. Our board has made a decision. Four of five of our board members are black. They have made a decision that within the board philosophy, these committees may go ahead and set up and expand certain programs within the allotted money.

As a result of it they have a tremendous amount of influence within our community.

Mr. **Steiger.** Is it your judgment that the use of the parent council has been a significant factor in the ability of your school system to deal with the kinds of problems that you have?

Mr. **Visci.** Yes, indeed.

Mr. **Steiger.** You heard, I am sure, some of the discussion that both Chairman Perkins and I had with Dr. Briggs on the concept of educationally disadvantaged rather than financially disadvantaged.

Do you have any comment at all on that concept and what its implications are?

Mr. **Visci.** Without trying to be tricky, I can't answer. To be quite honest with you. I think that each of us have certain comfort levels and it has taken me 5 years to become comfortable with title I to the point where I have been able to use their guidelines and get the jobs done that have to be done in our community.

Like many other people, I am in favor of change as long as it does not strike my comfort level and therefore I would be more at ease with title I than I would with new programs.

I don't have the staff to go into this. In case you don't know, if it weren't for Dr. Briggs bringing us up to date with his staff on some of the things we could get, some of the programs they have had that have failed and why they have failed, we would probably have been dead a few years ago.

So I am not in a position to answer that question to your satisfaction I am sure.

Mr. Steiger. I must say, I have rarely heard a more honest answer to that question. I appreciate that very very much.

Do you have any questions?

Mr. TOWELL. No.

Mr. STEIGER. You have been excellent in your perspective that you have given to this committee and I value very much the fact that you would be willing to come out here and give us the kind of guidance that you have.

Thank you.

Mr. VISCI. Thank you.

Mr. STEIGER. We next have Mr. David L. Lusk and Dr. Robert E. Kraner, both representing EPIC Diversified Systems Corp. of Richmond, Va.

STATEMENT OF DAVID LUSK AND DR. ROBERT E. KRANER, EPIC DIVERSIFIED SYSTEMS CORP., RICHMOND, VA.

Mr. LUSK. Mr. Chairman, we thank you for this opportunity.

I would like to introduce Dr. Robert E. Kraner, president of EPIC.

Our testimony this morning is broken into three basic areas. We will go into the background of EPIC and tell you of the experience we have had.

We have brought along several selected reports relevent to major Federal programs, and last, we will present certain recommendations that we hope this committee will consider.

I would like to present Dr. Kraner who will present our testimony.

Mr. STEIGER. We are delighted to have you here.

Dr. Kraner go ahead and present your testimony.

Dr. KRANER. Thank you, Mr. Chairman and members of the committee, EPIC is an acronym which stands for evaluative programs for innovative curriculums.

Basically we are here today to speak in support of continued funding for major Federal programs with particular emphasis on title I of ESEA.

To support our statements, we feel that we should tell you something about EPIC, our activities and our services. Then we would like to present certain products which we feel are representative samples of what has been developed in title I programs across the Nation in which we have been involved and then we would like to present certain recommendations which we feel are currently incorporated in the guidelines of title I of E.S.E.A. title I and which, if strenghtned, should present even more effective implementation of this program.

To the materials that you received, I will speak generally and spend as little time as possible in going over the first dozen pages.

EPIC began as title project in 1966. The primary purpose was to aid educators in developing evaluation systems within their instructional program and provide systematic procedures for the collecting and analyzing data.

There were four professors at University of Arizona who became quite concerned when we would travel to our educational institutions and in one building we would find the people saying:

> We have an extremely large room. If we could receive federal monies to build walls and create small cubicles, wonderful, magical things would happen to our students.

Then traveling 20 miles down the road and we would come to an educational institution where they had small cubicles and their plea was:

> If we only had money to tear out the walls, then we would have one large room and wonderful, magical things would happen to our students.

It became a concern of ours that we needed a more systematic and more objective way upon which to make decisions.

Thus EPIC began in 1966 to develop systems and procedures to achieve exactly this.

In 1970, with the completion of Federal funding, four professors from University of Arizona resigned their positions at the University and EPIC Diversified Systems Corporation, a private corporation, was founded.

Since that time we have maintained headquarters company in Tuscon, Ariz. We have regional offices operating in New Jersey, Virginia, Georgia, Texas, and California.

From Headquarters Company and from our five regional centers, we have worked extensively in title I programs. We have provided services that are listed beginning on page 4. These services have included working with the State departments in the development and implementation of title I applications and guidelines.

We have provided staff development activities in all areas of title I. We have conducted learner needs assessments with local programs, with local school districts and at the State level. We have provided evaluation services in the areas of performance evaluation, process evaluation, and combining the two for a complete comprehensive program evaluation. We have led in the development and implementation of monitoring services in the ESEA title I programs in the States. We have provided management services for all of these programs.

We have also provided the educational audit function. Although this function is not required currently in title I, it was felt by many of the title I directors and by the state superintendents that a verification of the evaluation results was an effective means of communicating and developing credibility with members of the community.

In general, we have found a concern for the development of these services in title I programs.

In these programs, we have found the following contributions to the total title I effort. These are listed on page 8 of the report.

We have found generally that the educator is more conscious of the need to identify specific learner needs. And that once he has identified these needs, he has a much needed direction for program development for activity within the program and a basis for an accountability report to a concerned public.

This has led the educator to become aware of basic and important factors within his program. It has helped him to set priorities. It has helped him to become aware of the irrelevant and the relevant.

Most of the people in these successful programs have developed the skills of program management. They are capable of going through the school year, recording their activities, and looking at direct and indirect relationships as they relate to student learning. These programs have an increased communication with the boards of education, groups within the community, and the various funding agencies.

We have found that this communication system will enable the title I personnel to clarify and specify learner needs, describe the program through which he attempts to meet these needs and then report whether or not these needs have been met.

Very importantly, we have found at the end of the year that title I personnel have objective information about which to make valid and reliable decisions concerning program development.

Generally speaking in these programs where we have been working, where these services have been implemented, we have found outstanding student achievement, and we have found this achievement to be increasing both in amount and number of students that are involved.

We have several documents which we will present as evidence to support these statements just presented. We have tried to sample from over 100 such documents those relevant documents which we feel will substantiate what has just been said.

We would like to make available to the committee members the guidelines for program application and grantees for title I developed for the State department in Topeka, Kans.

Mr. TOWELL [presiding]. Yes, we will be happy to receive these documents for the use of the committee members.

Mr. KRANER. This particular document was suggested and chosen because this is an example of an application procedure for State departments in which a local school district states in measurable terms what it intends to do with the funds before it receives the funds.

We feel that this application procedure would hold a great deal of value for future title I development and operation.

Second, we would submit the systems manual for management of the ESEA Title I program as developed for the State department in Topeka, Kan.

The third document is a learner needs assessment, a school district level needs assessment which was conducted for the Hutchison public schools in Hutchison, Kans.

These three documents were chosen because they have since been circulated by the U.S. Office of Education to State title I directors throughout the Nation.

I think they serve to show the level of competency and the level of expertise with which current title I programs are being managed across the Nation.

We would also submit the 1971-72 evaluation report from Elizabeth, N.J., with special emphasis upon the monitoring plan that is contained in this report. We feel this is an example of this activity being effectively implementated.

We would like to submit the ESEA report from Des Moines, Iowa. This report was chosen because of the decisionmaking which it allowed for curriculum development, and the selection of four methods of teaching reading within the title I program within that district.

Dr. KRANER. We selected the systems manual for ESEA Title I for Halifax County, Halifax, Va., as a management document at the local level. It represents how this need not be a cumbersome, time-consuming affair but can be an effective and efficient means of managing local title I programs.

We included the audit critique report from title I, Agana, Guam, as an example of the critique that takes place at first of the year to strengthen and develop the planned evaluation program.

We included the final audit reports from title I, San Bernadino, Calif., as an example of the verification of the internal evaluation results which were used in this particular school district to add credibility to their program.

It is hoped that these selected documents will allow the members of the General Subcommittee on Education to review practical ways which have been used to implement and to document success in these selected Federal programs, especially Title I, ESEA.

Mr. LUSK. Mr. Chairman, we would like to enter these documents as public information, however, we do have authorization for all of these people as this is merely a sample of some of the programs we have worked with and we hope will give this committee some practical ways of implementing and documenting successes in title I programs.

Mr. TOWELL. Fine.

Dr. KRANER. Based upon our 6 years of experience in working with title I programs at all levels of operations, we have found certain guidelines, we have found certain activities, certain requirements inherent to differing degrees within the program which we feel, if strengthened, would tend to promote the probability of success of continuing funding in this area.

These recommendations based upon our experience are as follows:

We would like to recommend that future aid for educationally deprived children be legislated to remain basically categorical. We feel that if funds are placed into a general aid program, that much of the value of the dollars that now go directly to this particular group of students would be lost.

In talking with title I directors across the Nation, we have received estimates that anywhere from 50 to 80 percent of the current funds would actually get to the program level through a general aid program. We would also like to invite your consideration that future aid for educationally deprived children be legislated to emphasize that expenditures be directed toward preventive programs in the early years and that these expenditures be concentrated on basic skill areas relevant to specific documented learner needs.

By the early years, we are specifically talking about the public school situation of, kindergarten through sixth grade with emphasis on first three grades and with developing programs in the area of early childhood. These should be considered as important areas.

For basic skills we are speaking primarily of math and reading. We do not view title I as the total educational endeavor. There are other moneys and other areas for other services. We feel that if title I is to be held accountable, that if national surveys are to be made to ascertain the effectiveness of title I, then very specific areas and very specific skills should be designated as to the outputs of title I and then, when it is evaluated, it will be evaluated on the intended outputs.

Recommendation three is that future aid be primarily related to learner performance rather an educational process. Many of the guidelines and, many of the restrictions relate to the educative process.

We feel that more control should be placed on the learner or the learning that takes place, less control upon the process. We do not feel that you can control both.

If you control how a person is to teach, then you have to assume the responsibility for the learning. When the person is left free to determine his teaching methods, his teaching materials, and the types of programs that will best fit with community needs, and he is responsible for student learning.

So, we would emphasize more control and more concern with products, perhaps less emphasis upon process.

A fourth recommendation that we would make and a fifth recommendation come mainly from title I directors from the 50 States with which we have met over the last 3 years.

Recommendation No. 4 has to do with a financial base for a minimum of 3 years which will allow for planning and development on a continuous basis.

As a case in point, if the funds are allocated on a 1-year basis, those effective teachers in title I are going to seek positions back in the regular school system on regular funds.

They will be leaving the title I programs for positions where they feel they will be more secure. To adequately plan and develop a program which influences between 70 and 80 percent of all of the school districts in our Nation, it takes time. It is a gigantic enterprise and certainly, if we identify needs in a school district, we can assume that at least 3 years of an effective program would be required to alleviate these needs.

The fifth recommendation has to do with intensive staff training at all levels, Federal, State and local. Without exception from the State title I directors, a common plea has been that when people come to the State and require, for example, a needs assessment, then they should be able to tell how to do a needs assessment.

So we would recommend that as the guidelines are established, intensive training programs following these guidelines be conducted at all levels so that there is clear communication from Federal to State to local agencies. People who understand the guidelines and will be more willing to cooperate within the guidelines.

In the area of parent involvement, we would like to recommend that parental involvement be in those areas and at those levels were parents are knowledgeable and capable of making effective decisions.

Unfortunately we find some school districts that will not include parents as a part of their decisionmaking process. Unfortunately, in other school districts we find parents included at levels and in areas where they do not have the skills or the experience or the knowledge with which to make certain technical decisions.

I think that parental involvement is desirable but I think there needs to be a carefully thought out plan to where a parent is not

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placed into a position where it is impossible for him to perform effectively.

Recommendation 7 deals with the priority of learner needs and eventually the learner need becoming the basis of funding within the title I program.

We feel that the common concern that we have evidenced in title I program is the student. The common need is that of student learning. Title I has been one of the least politically involved programs that we have encountered simply because the basis for funding involves the learner need.

When you get into other bases of funding political groups and pressure groups within the community all try to get their share. They speak only to certain services that they want. A learner needs assessment is objective. A learner needs assessment will cover all areas of concern.

If we go back to the testimony from the Superintendent of the Cleveland Schools where he indicated that all economically deprived students have learner needs, then a learner needs assessment would include all economically deprived students plus it would pick up other students who might also be educationally deprived.

It has been the experience of EPIC diversified systems that title I moneys are being spent more effectively than any other area in the USEO Federal funded areas. We feel that since 1965, learning gains have been made and programs are becoming more effective.

We think that in the last 2 years, guidelines have finally become specific enough that measured success is becoming apparent in many of these programs. We would like to think that by continuing the current programs, by continuing to develop and strengthen the current guidelines, that the 6 years of decisionmaking and of struggle which have produced the current program will not be thrown aside but will be used constructively in an on-going effort in continuation of this funding.

Thank you.

[Prepared statement of EPIC follows:]

PREPARED TESTIMONY OF DR. ROBERT E. KRANER, PRESIDENT, MR. DAVID L. LUSK, EXECUTIVE CONSULTANT, EPIC DIVERSIFIED SYSTEMS CORPORATION

Mr. Chairman and members of the General Subcommittee on Education, we appreciate this opportunity to testify at these hearings concerned with extending the major Federal Programs for Elementary and Secondary Education. We are testifying on behalf of the educators of EPIC Diversified Systems Corporation.

Our testimony is organized as follows:

I. HISTORY AND SELECTED ACCOUNTABILITY SERVICES PROVIDED BY EPIC DIVERSIFIED SYSTEMS CORPORATION TO FEDERAL PROGRAMS FOR ELEMENTARY AND SECONDARY EDUCATION—ESPECIALLY TITLE I OF ESEA

The reason for documenting our history and the accountability services provided to Sederal Programs—especially Title I of ESEA is to establish a precedent with the General Subcommittee on Education for the necessity of professional expertise and practical experience to support and offer recommendations to extend the major Federal Programs for Elementary and Secondary Education.

II. PRESENTATION OF SELECTED DOCUMENTS RELEVANT TO FEDERAL PROGRAMS FOR ELEMENTARY AND SECONDARY EDUCATION—ESPECIALLY TITLE I OF ESEA

The reason for presenting selected documents (guidelines, needs assessment, evaluation reports, management systems, audit reports) is to provide the General Subcommittee on Education a review of practical ways which have been used to implement and document success in selected Federal Programs for Elementary and Secondary Education—especially Title I of ESEA. The documents included in this report have been developed as a cooperative effort between EPIC and the respective states, and local educational agencies and territories of the United States. We are submitting two copies of each document and request that they be entered as testimony for public information.

III. SUPPORT AND RECOMMENDATIONS TO EXTEND THE MAJOR FEDERAL PROGRAMS FOR ELEMENTARY AND SECONDARY EDUCATION—ESPECIALLY TITLE I OF ESEA

The support and recommendations of EPIC to extend the major Federal Programs for Elementary and Secondary Education—especially Title I of ESEA are presented in this report for consideration by the General Subcommittee on Education.

HISTORY AND SELECTED ACCOUNTABILITY SERVICES PROVIDED BY EPIC DIVERSIFIED SYSTEMS CORPORATION TO FEDERAL PROGRAMS FOR ELEMENTARY AND SECONDARY EDUCATION—ESPECIALLY TITLE I OF ESEA

EPIC (Evaluative Programs for Innovative Curriculums) began in 1966 as a federally-funded ESEA Title III Project. It was designed to: (1) aid educators in developing evaluation systems within their instructional program and (2) provide systematic procedures for collecting and analyzing reliable and valid information for the purpose of decision-making. Upon completion of the ESEA Title III Project, EPIC personnel formed EPIC Diversified Systems Corporation to continue the developing of accountability procedures and techniques and providing a wider range of services to educators.

EPIC Headquarters and the five regional offices are staffed by former educators who possess specific individual skills acquired from working at various levels in the educational structure. EPIC does not represent the typical business approach to solving educational problems because it was developed and is controlled by educators who have been teachers, administrators, project directors, curriculum directors, guidance counselors, and school psychologists. Collectively, EPIC provides a broad range of accountability services, utilizing our combined skills to meet the needs brought about by the growing emphasis on educational accountability both at the Federal and State level.

For six years, EPIC has provided accountability services to educators across the United States and Territories of Puerto Rico and Guam. Selected services and activities to major Federal Programs for Elementary and Secondary Education—especially Title I of ESEA, for the purposes of our testimony include:

1. *Preparation of Application/Guidelines*

In several states, EPIC has assisted State Departments of Education in preparing ESEA Title I Application/Guidelines. The applications were developed in an attempt to overcome misunderstandings that arise when local Educational Agencies attempt to complete ESEA Title I Application forms in accordance with Public Law 89–10 regulations. In addition, the Application/Guidelines were developed to provide major impetus for bringing about comparability and effective program evaluation.

2. *Staff Development Activities*

At both the state and local levels, EPIC has conducted staff development programs to assist Federal Programs personnel in the following:

a. Developing and Writing Performance Objectives
b. Selecting Measurement Instruments and Coding Test Items
c. Conducting Needs Assessment
d. Specifying Evaluation Designs
e. Developing and Writing Process Objectives
f. Developing Monitoring Systems
g. Developing Program Structures
h. Developing Management Systems
i. Developing Observational Skills

3. *Learner and Educational Needs Assessment*

EPIC has assisted State Departments of Education and Federal Programs personnel in documenting learner and educational needs. A learner need is defined as the situation which exists when actual learner performance is less than desired learner performance. This concept of Needs Assessment provides for:

a. the identification of desired learner outcomes by performance objectives, and

b. the establishment of the learner's current status with respect to that outcome.

An educational need is defined as the resources required to eradicate the identified learner need.

4. Evaluation Services

EPIC has assisted in and supported the evaluation of Federal Programs. Basically three types of evaluation have been provided:

a. Performance evaluation in which valid and reliable data were systematically collected and analyzed to determine whether or not specified performance objectives had been attained.

b. Process evaluation in which valid and reliable data were systematically collected and analyzed to determine whether or not program activities had been carried out.

c. Program evaluation in which collection and analysis of both performance and process information were accomplished in order to make decisions about the effectiveness of Federal Programs.

5. Monitoring Services

EPIC has provided a number of services relevant to the development and implementation of monitoring systems for Federal Programs. Monitoring is defined as a systematic procedure for documenting information that can be used to determine whether or not planned instructional, supportive, or administrative activites are actually implemented.

6. Management Services

EPIC has developed a number of Management By Objectives Systems for Federal Programs at the State and local educational level. In implementing a Management By Objectives System, documentation is prepared for the Federal Programs to include the following:

a. Goals of the Management System
b. Management Organizational Chart
c. Critical Work Activities
d. Program Administrative Process Objectives
e. Systems for Program Administrative Process Objectives
f. Gantt Chart for Administrative Process Objectives
g. Job Descriptions
h. Program Performance Objectives
i. Program Instructional Process Objectives
j. Program Supportive Process Objectives
k. Program Monitoring System

7. Educational Program Auditing Services

EPIC has conducted educational program audits for federal programs. The primary purpose of the educational program audit is to verify the reported results of program evaluation and to assess the appropriateness of the evaluation techniques.

EPIC has provided a variety of agencies with development activities (application/guidelines), staff development activities, learner and educational needs assessment, evaluation services, monitoring services, management services, and auditing services. The educational agencies with which EPIC has been involved represent the needs of a diverse population. Work has been carried out in rural and urban areas. The socio-economic status of localities has ranged from high to low. The needs of localities have been different. yet alike, in that EPIC has been able to apply the seven services documented for this hearing to meet specific demands and problems.

The most significant involvement with the state educational agency has been that of providing professional consultation in the development of program application/guidelines which emphasize systems of accountability and the training of state agency personnel in the skills required to implement the application/guidelines. This particular work has been successful in the states of Kansas and Virginia.

Although the actual steps in implementation of the two programs vary to some extent, the overall approach was similar. In each case, the purpose was to involve educators at both levels in a concentrated effort to develop and implement accountability procedures. The guidelines developed cooperatively by

EPIC's Consultants, state educational level personnel, and local educational agencies have placed an emphasis upon the necessity to identify the specific learner needs of disadvantaged students in reading and mathematics and the assessment of specific performance objectives. The guidelines specify the processes to be followed and conduct various accountability tasks. In addition, to assessment of learner needs and the evaluation of program performance objectives, the guidelines in these two states now specify procedures for internal monitoring by program staff and external monitoring of program activities to be accomplished by the state educational agency.

EPIC has conducted staff development programs with local educational agency personnel to help assure the success of the implementation of the guidelines in Kansas and Virginia. This training has included such crucial areas of accountability as: developing and writing performance and process objectives, measuring behavior, developing program structures, monitoring program activities, and recording program results.

EPIC Diversified Systems Corporation initiated a "Management By Objectives System" for ESEA Title I programs in these two states this past year. Because ESEA Title I programs were comprehensive and required large expenditures of funds, state educational agencies and local school agencies in Kansas and Virginia were firmly committed to development and implementation of affective management systems. With the assistance of EPIC, many local educational agencies and ESEA Title I Directors, in those two states, have developed and are utilizing management system manuals to plan and control program activities. The *Systems Manual for Management* records and communicates a management design for systematically planning and organizing, installing and operating, and evaluating educational programs. Also, a similar "Management By Objectives System" was developed for state level ESEA Title I operations.

Results of efforts in these two states demonstrate what can be accomplished. In planning, controlling, and evaluating of ESEA Title I programs on a statewide basis, specific guidelines for accountability can be developed and communicated to local school agencies and skills demanded by local and state educational agency personnel to implement guidelines can be acquired.

Two additional factors are of prime consideration in pursuing such an approach. First, the approach provides part of a continuous feedback system for decisions made at the state, local, and national levels. Second, expenditures of time, monies, and energy relate to specific identified problems and the unnecessary, irrelevant activities can be identified and eliminated.

The impact of the services to state and local educational agency personnel responsible for ESEA Title I programs may be summarized as follows:

1. The educator has become conscious of the need to identify the specific needs of the learner and has developed the expertise necessary to coordinate the needs assessment.
2. The educator has developed a specific direction in his programs by specifying learner performance objectives (expected behavioral changes in students who become involved in the program) and describing the particular process objectives (activities to be carried out to meet the needs of the learner).
3. The educator has become aware of irrelevant programs and program activities that have been accepted as representative of an appropriate ESEA Title I Program activity in the past, can no longer be justified.
4. The educator has developed the skills of program management, as well as recognizing the benefits of effective management and has actually designed and implemented "Management By Objectives" procedures.
5. The educator has developed a sound and effective means by which to communicate to the Board of Education, the community at large, and the various funding agencies.
6. This communication system, for the first time in ESEA Title I programs, has enabled him to specify learner needs, describe how he is going to meet these needs, and to report whether or not the learner needs have been met.
7. The educator now has a system by which to obtain valid and reliable feedback in order to make decisions which will directly and positively affect the learner.

In respect to the evidence which we have presented for your consideration, we feel that we have the professional expertise and practical experience to offer support and make recommendations for the continuation of the major Federal Programs for Elementary and Secondary Education.

SELECTED DOCUMENTS RELEVANT TO FEDERAL PROGRAMS FOR ELEMENTARY AND SECONDARY EDUCATION—ESPECIALLY TITLE I OF ESEA

The following documents constitute a *sample* of accountability services as developed cooperatively between EPIC Diversified Systems Corporation and the respective state and/or local educational agency. These documents, as public information, are submitted as testimony:

1. *Guidelines for Program Applicants and Grantees TITLE I Elementary and Secondary Education Act of 1965, Kansas State Department of Education, Topeka, Kansas.*
2. *Systems Manual for Management of the ESEA Title I Program, Kansas* State Department of Education, Topeka, Kansas.
3. *Learner Needs Assessment*, ESEA Title I Program, Hutchinson Public Schools, Hutchinson, Kansas.
4. *1971–72 Evaluation Report*, ESEA Title I Program, Elizabeth Public Schools, Elizabeth, New Jersey.
5. *Final Evaluation Report*, New Horizons Project, ESEA Title I, Des Moines Independent Community School District, Des Moines, Iowa.
6. *Systems Manual for Management of the ESEA Title I Program, Halifax* County Public Schools, Halifax, Virginia.
7. *Audit Critique Report for the ESEA Title I Program: (FLASH)*, Guam Department of Education, Agana, Guam.
8. *Final Audit Report*, ESEA Title I Program, San Bernardino City Unified Schools, San Bernardino, California.

These selected documents will allow the members of the General Subcommittee on Education to review some practical ways which have been used to implement and document success in selected Federal Programs—especially Title I of ESEA.

These documents, along with our previously documented history and practical experiences, provide the impetus for our recommendations in the following section (Support and Recommendations to Extend the Major Secondary Education—Especially Title I of ESEA).

SUPPORT AND RECOMMENDATIONS TO EXTEND MAJOR FEDERAL PROGRAMS FOR ELEMENTARY AND SECONDARY EDUCATION—ESPECIALLY TITLE I OF ESEA

On behalf of the educators of EPIC Diversified Systems Corporation, we offer our support in continuing the major Federal Programs for Elementary and Secondary Education. However, as noted throughout our testimony, we feel we have the necessary expertise and practical experience in Federal Programs—especially Title I of ESEA to document recommendations relevant to extending major Federal Programs for Elementary and Secondary Education for consideration by the members of the General Subcommittee on Education. Therefore, the following recommendations are made with special emphasis placed on aid for educationally deprived children:

1. It is recommended that future aid for educationally deprived children be legislated to remain basically categorical.

If the educationally deprived children are to receive consideration in school, then just stipulations will have to be attached to monies so as to ensure that "real" compensatory programs exist.

2. It is recommended that future aid for educationally deprived children be legislated to emphasize that expenditures be directed toward preventive programs, and that these expenditure be concentrated on the basic skill areas relevant to specific documented learner needs.

The EPIC educators have observed that the successful programs have been in the area of prevention or "catch-up," beginning when the disadvantaged child first enters school. Remediation in the upper grades is more expensive and significant progress is more difficult to obtain. Districts which use compensatory funds for remedial programs continue to be plagued with learner needs.

3. It is recommended that future aid for educationally deprived children be legislated to redirect the emphasis from educational processes to learner performance.

The EPIC educators have observed the need to require evaluation concentrated on learner performance rather than evaulation of educational processes and programs in general.

4. It is recommended that future aid for educationally deprived children be legislated to provide the state and local educational agencies at least a three year advanced notice of funding levels.

The EPIC educators have observed a lack of continuity in planning, and frustration at the local level due to existing funding procedures. It is difficult for adequate planning of programs for educationally deprived children without the knowledge of advanced funding levels.

5. It is recommended that future aid for educationally deprived children be legislated to ensure intensive staff development from the Federal, State, and Local Education levels, in basic accountability skills required to implement and manage the programs.

The EPIC educators have observed a need at all educational levels for staff development in basic accountability skills required to implement and manage current programs designed for educationally deprived children.

6. It is recommended that future aid for educationally deprived children be legislated to involve parents in areas in which they have knowledge to make effective decisions.

The EPIC educators have observed parents being asked to make decisions at inappropriate levels, as well as parents having little involvement in current programs for educationally deprived children.

7. It is recommended that future aid for educationally deprived children be legislated to continue appropriations based on certain economic factors, and also to allow the local educational agencies the priviledge of developing programs based on *priority* learner needs.

The EPIC educators have observed that many students who need to be involved in programs for educationally deprived children attend nontarget school and are, therefore, deprived of opportunities which educationally deprived children experience in target schools. Also, some desegregation orders complicate this situation.

Mr. TOWELL. Thank you very much.

I do have a few questions. I might comment on the lighter side of things since this morning we are witnessing congressional reform in its fastest acting in the U.S. House of Representatives.

I am a minority member and I am a member of 8 weeks and here I am the chairman of this committee. So there is hope for congressional reform.

On the serious side, I sincerely appreciate the testimony this morning and I also appreciate the fact that you have come up with some concrete suggestions that this committee as a whole I am sure will study and hopefully take into serious account.

I would like to discuss a few areas. You mentioned parent involvement. Apparently there have been some problems in this area as far as you have seen. I am deeply in favor of parent involvement in the program.

Could you discuss a little bit the problem you have seen in this area?

Dr. KRANER. Yes. As I read the current title I guidelines, I think they state that parent groups are to serve in an advisory capacity and in this advisory capacity, certainly their inputs are to be cherished and are to be used by those people making the decisions within the operation of the title I program.

Although in a minority, there are some title I programs who gave the decisions making responsibility totally to parent groups.

Consequently you have a pressure group or a political group or a parent group making decisions without required experience, without knowledge, without consideration for many variables which should be considered when they begin to direct a total program.

We have worked in other programs where advisory groups were simply a token. I think this is equally wrong. I think there are ways, there are levels and there are areas where parents can participate meaningfully, where they can understand what they are doing and their input and their impetus can aid program development.

I think this involvement will lend itself to parental support, to communication between community and the efforts of title I, and it is this kind of plan that we are proposing.

Mr. TOWELL. I notice that you are recommending continued funding from economic factors and we do have a discussion within the committee here that you may be aware of. Mr. Quie yesterday proposed a different way of funding for title I.

Could we hear some comment on your desire to continue apparently with the economic end of it?

Mr. KRANER. We discussed this at length in our own corporation and with people who had worked with the program. We feel that the ultimate and the most effective funding will be based primarily upon learner need.

I think we do have an immediate problem of continuing the current funding. If you were to require that all funding be based upon learner needs, the only feasible way of doing this is a tremendous statewide needs assessment, probably based upon some standardized test which is going to miss much of the effectiveness of your local programs.

Until such time as a local program can develop a genuine needs assessment and then these needs assessments can be summarized into a representative State needs assessment which is truly reflective of the objectives of local programs, then I think we might consider another base for funding as an interim process to eventually arrive at the point to where, based upon the genuine identification of learner needs; we will be able to allocate funds.

Mr. TOWELL. In the future, though, if that testing was developed over a period of perhaps a year or so, you do feel that we could work into that program. That is a possibility.

Dr. KRANER. We feel it would be one of the most essential things that you could do which would promote the effectiveness of title I activities.

Mr. TOWELL. You also mentioned at the very beginning of your testimony that you went beyond what was called for and had an audit report.

Dr. KRANER. Yes.

Mr. TOWELL. That is a pleasant surprise. What has become of those audit reports besides being used in the local instance where you are involved? Has that been adopted by any other groups?

Dr. KRANER. The education program audit began with title VII and VIII and discretionary funds of title III. The requirements in those projects are that audit reports go to the local project, with copies sent to the State Department and to the Federal funding agency.

In title I this is not a requirement. However several of the title I directors and superintendents felt that this would be a good practice in terms of creating credibility with the community.

We have performed several of these audits in title I programs. These 3 annual reports—a critique report at the beginning of the year, an interim report as to the process of program activity, and a final audit report which verifies the internal evaluation reports—were primarily used by the superintendent of schools as a report to the school board and then the school board released this report to the community.

These reports were also included in the continuation proposals that were sent to the State departments for the continuation of funding in that particular district.

Mr. TOWELL. So you feel that they were used and perhaps could be used throughout title I, not just the ones you are involved in.

Dr. KRANER. Yes, I do. A very specific example was in one school districts where we were working. A parent appeared before the school board and indicated that he had been in one of the schools during testing, and that during the pretest very little motivation was given to the students, that during the post-test situation teachers were actually helping the students.

In the audit report we had visited something like six schools and 32 classrooms. We were able then to give our testimony as to what we had observed which conflicted with the parent.

I think this was immensely helpful to the superintendent and the school board in trying to ascertain the genuineness of the results that they had in their evaluation program.

Mr. TOWELL. On page 8 of your testimony, the first two questions, you talked about specific needs.

Could you identify these needs and their importance to the success of title I?

Mr. LUSK. In other words, do you want us to tell you how we go about doing it or what is a learner need?

Mr. TOWELL. What is it and how do you go about doing it?

Mr. LUSK. We start with concerns; we survey concerns of teachers, students, and parents and we take these concerns and form goals. Then we let these various groups rank the goals. From the priority goals, we develop performance objectives or what you expect from the learners.

We measure the performance objectives. When students score below where they are expected to score in the performance objectives, a learner need is documented. Then we turn to educational needs—what are the educational resources needed to eliminate the identified learner need.

So this is the basic process. We are talking about something below the level of reading, for example, vocabulary or hopefully getting even into criterion areas. We feel title I should get into these ares to do the job that really needs to be done.

Dr. KRANER. We basically recognize three major phases in a needs assessment. One is the gathering of the priority concerns of the community and developing needs into stated performance objectives. These are measurable statements.

Phase 2 is the actual measurement of these objectives within the school district; and then, if this need is documented in step 2, we get into phase 3, which has to deal with provisions of educational facilties to meet this need. If the needed facilities are not available, then we would term this as an educational need.

Mr. TOWELL. I don't believe we have any further questions, gentlemen. Thank you very much for appearing this morning. We appreciate your testimony and your information for the record. Hopefully there is a summary chapter in some of that information so we can get to it. We will proceed on that basis, then, if there is a summary chapter.

Mr. LUSK. Thank you very much.

Mr. TOWELL. We will have the next group of witnesses. Perhaps they could all come forward at the same time. Mr. Sullivan, do you want to call your whole group in particular order?

STATEMENT OF JOHN SULLIVAN, SPRINGFIELD, MASS., ADMINISTRATOR, TITLE I ESEA PROGRAM

Mr. SULLIVAN. We will introduce ourselves as we go down the line and speak very briefly, sir.

I thank the committee for giving us the opportunity to speak to you here today. We have given you several documents, which the committee can look at, at your leisure. We would like to speak briefly in terms of our own title I programs in our own communities and also our strong feeling that the Elementary and Secondary Act should be continued and that the funding level should be increased and continued.

The last part of Chairman Perkins' bill, indicating a study of the late funding of the Elementary and Secondary Act is something we are happy with in terms of looking at that problem and hopefully getting it solved with a forward funding procedure.

In Springfield, we have $1.3 million title I program. In this program, in one of the largest parts of it, we used 24 teachers and 150 teacher aides working in some 29 different title I buildings, public and nonpublic schools. The teacher aide program began as a title I function. I think the success of this program is indicated in the fact that in the present city budget there are 101 teacher aide positions. So that this title I activity has been taken over by the city and spread throughout all of the schools in the city.

We also have a very large counseling program, with 20 counselors and three psychological examiners and other staff serving the children in the target schools. They are providing approximately 1 hour per week of extra counseling services to the emotionally disturbed children who need the service.

We have, in the last 2 years, increased our preschool program, and we presently have 250 children in a preschool program. Last year's evaluation results showed between pre- and post-testing periods that there were gains on two parts of the test, gains of 13 and 23 months in a 10-month period.

Last year, we also began a new reading clinic. Children with severe reading disabilities, in title I schools, were put into a special program, and the entire program focuses on increasing reading skills through various subject matter areas.

In this program, the average expected placement at the time they began the program a year ago in September would have been 3.3, third grade in 3 months. The actual average test score was 1.7 at that time. At beginning of the school year, these 27 children were approximately gaining 50 percent of what they would have been expected to gain in terms of the number of years in education.

During the average 6-month stay in the program, scores increased. The post-test score was 2.7; so that during the period of time at the clinic, the growth rate increased, from being close to 50 percent before getting into the clinic, to being something like 150 percent of growth rate during the time they were in the clinic.

This briefly sums up our program in Springfield.

We are interested in continuing the title I funding. On the questions which the committee has been asking here this morning, we see a very close correlation between the areas of poverty and areas of the school districts that have low achievement. If I rate the 36 elementary schools in my community from high AFDC count to low and rate them accordingly from lowest achievement score to the highest, 10 schools that have the highest AFDC count and 10 schools that have lowest achievement scores are going to correlate almost 100 percent. It is not until I get to the 20th school in the rating that I get a break in the pattern of tying in schools that have a high percent of poverty also having low achievement scores on standardized testing.

[Prepared statements of John Sullivan and Council of Administrators of Compensatory Education follow:]

STATEMENT OF JOHN SULLIVAN, SPRINGFIELD, MASS., ADMINISTRATOR TITLE I ESEA PROGRAM

ASSESSMENT OF TITLE I

Determining the effectiveness of this program is very difficult because it is trying to determine the effectiveness of one part of a total educational program which takes place in a multi-problem urban center. The condition of the society in Springfield has changed greatly since 1965 when work on the Title I Program first began. Title I has not solved the educational ills of this city. On the other hand, the educational ills are only one part of the problem of the total urban society.

We will attempt briefly to indicate the values which the Title I Program has had to the city as we see it. First, the Teacher Aide Program began in March of 1966. The use of teacher aides was begun as a Federal Title I Program, and presently there are 101 aide positions within the city budget. That this program, established as a Title I activity, has considerable value seems to be reflected in the fact that the city has adopted this program within the school system. This program has brought many community people into the schools working with our professional staff and children. In many cases, these para-professionals have proved very effective in working with problem children with whom the professional staff had not established rapport. The relations between the schools and the community have benefited by the placement of these aides in the schools, some of them from minority backgrounds. The effectiveness of the aides in the instructional program is very difficult to evaluate separately; however, many principals and supervisors have indicated that we have been very fortunate with some aides whose skills developed over a period of years and are now almost as good as some of the professional staff.

From evaluations, children working with aides showed good growth. This was particularly manifested with grade three children in math and in reading. Metropolitan pre and post tests were used for assessment. In the school year 1971–72 the math mean pre-test was 3.1 and the post-test mean was 4.2—a gain of eleven months. In reading during the same school year, the Metropolitan pre-test mean was 1.0 with a post-test mean of 2.3—a gain of thirteen months.

There are many benefits that the children receive from Teacher Aides that are extremely difficult to document. One in particular is the emotional development of some children that is a result of a 1 to 1 relationship, or small group and aide relationship. Another reward for the child is the increased success factor which brings about improvement in self-image which contributes to the overall happiness of the child.

Data collected by observers indicates that teacher aides spend 16% of their time working with one child individually and 70 of their time working with from 2 to 8 children. If one considers that each aide works with less than thirty children, this means that each child could spend more than 6¼ hours a week in a group of 8 or less. Each student could very likely receive the teacher aide's individual attention amounting to 48 minutes a week. Truly the aides are an important contribution to the total educational process.

The second major Title I program has been the Social and Psychological Services Unit. This unit has more than doubled the city counseling services on the elementary level. Most Title I schools have full-time counselors. The value of this service is reflected in a recent request of elementary principals concerning the E.S.A.A. Project. Here the second highest request is for counseling services in addition to those provided in the city. This request reflects the value which the principals and teachers feel concerning these counseling services. Approximately 6.200 children have been served by counseling services during the last six years.

Typical annual case load = 1036 Title I children. (This number of clients represents approximately 10 of the student population served.) This figure agrees with national studies of the number of school children who require guidance services.

The 1972–73 SPS Unit staff consists of: 20 counselors; 3 psychological examiners; 1 speech therapist for non-public schools; 4 teacher aides for e.d. children; 2 teacher aides; 2 administrators; 1 consulting psychiatrist, 5 hrs. per week; 1 consulting clinical psychologist, 10 hrs. per week; and 1 consulting pediatrician, ½ hr. per week.

The SPS Unit serves 25 schools (15 public elementary, 9 non-public, 2 public junior highs)

Annually, the Title I funds provided to the SPS Unit themselves act as seed money in that with the money SPS produces services to children which are 125% or more, greater than the original funding, e.g. camperships, tutors, residential placements, day care services, etc.

Individual counseling of children is augmented by many innovative counseling programs in the various schools, e.g. group counseling, formation of parent groups for counseling, parent and teacher in-service groups, parent school volunteers, etc.

Normal SPS Unit activities include: acceptance of referrals; diagnostic psychological examinations; ongoing counseling of all types; consultation between counselors, psychologist, psychiatrist, and medical consultant; referral of clients to other agencies; parent conferences and evaluation; in-service training; coordination of small classes for the emotionally disturbed; clothing survey and distribution, etc.

Individual problems of children for which children are referred are endless, although most have "personality disorders." These disorders are often characterized by a combination of emotional immaturity, passive-aggressiveness, hyperactivity acting out, withdrawal and/or depression. Many are behavior disorders of childhood and overtly aggressive, sometimes exhibiting antisocial or pre-delinquent patterns.

At least one in three referred children has a family or personal connection with a helping social agency. Those local agency groups with which SPS Unit works most frequently are: Dept. of Public Welfare; Division of Child Guardianship; Dept. of Mental Health; Dept. of Education; Dept. of Special Education; Children's Protective Services (SPCC); Child Guidance Clinic; Child and Family Service; etc.

As professional staff and space became available three years ago, the School Department entered the area of pre-school education. We presently have eight centers in operation with more than 240 children enrolled in the program. This activity seems to offer the greatest potential for assisting the Title I children, the educationally deprived by intervening at an early age. This program offers 2½ hours of experience in an environment rich in educational materials. It focuses on improving the oral language development. The evaluation reports have indicated that this program has had a positive effect upon children who have participated.

Last year-eight months between pre and post tests for thirty children invited because of their poor language development, there were gains of 23 months and 13 months on two parts of the Illinois Test of Psycholinguistic Abilities.

This program is concerned with the whole child and is aimed toward the social, physical, emotional, health and nutritional development as well as the cognitive area.

Two years ago the first Title I Reading Clinic at the Springfield Boy's Club was started. This program reflects the best thinking of the Director of Reading in providing a highly individualized, diagnostic, and prescritptive instructional program. The second Reading Clinic was opened last year. Both clinics are instructing children in near ideal situations with ample instructional materials and equipment. The evaluation of the full year of operation at the Boys' Club indicated very substantial progress in reading skills by the children who have been in attendance. This program gives a full day of instruction with a heavy emphasis on improving reading while working with the whole child in all subject matter areas.

The evaluation of this program last year included 26 pupils. They had as expected grade placement of 3.3 but really scored 1.8, the group averaged 2.7 on the post test. For an average stay of 6.4 months at the clinic, an average gain of 9.3 was made. Thus progress was at a rate of 145% at the clinic. In summary, there was a nine month gain in six months, and from a 54 rate of growth there was an increase to a 145% rate of growth.

COUNCIL OF ADMINISTRATORS OF COMPENSATORY EDUCATION

The Title I Directors of Massachusetts have joined together in the Council of Administrators of Compensatory Education in order to speak out as a group. The Executive Board formally voted the following recommendations on February 8, 1973.

1. The Elementary and Secondary Education Act should be extended for a period of five years.
2. Title I E.S.E.A. should be funded at 100 of authorization.
3. The Congress and the President should take immediate action, (a.) to appropriate Title I funds for Fiscal Year 1973, equal to the final appropriation for Fiscal Year 1972, (b.) to insure the continuation of the carry-over procedure, and (c.) to begin now a process of advance funding of Title I by appropriating 1974 funds now in Fiscal Year 1973.
4. In order to ensure the continuity of services to children for an extended period, the Title I school districts should be identified once for a three year period, and the children identified to be served should be allowed to participate for three years in those schools.
5. The State Department of Education should be allowed greater flexibility in interpreting the comparability data. The present five ratios should be simplified to be more meaningful.
6. Up to 35% of the local allotment may be used in schools with the highest 25% poverty level in order to develop integrated compensatory programs; all staff should be allowed to participate; and where more than 50% of the children are eligible to participate, programs may be allowed to benefit the other children.
7. More field services from the State Department of Education are needed, and thus their administrative expenses should be increased.
8. Federal funds authorized and appropriated for disadvantaged students at the elementary and secondary education level should be specifically identified for supplementary compensatory programs and should come through the State Department of Education.

Mr. SULLIVAN. I would like to turn the microphone over to Mr. Buckley, Brockton, Mass.

STATEMENT OF RICHARD BUCKLEY, BROCKTON, MASS., ADMINISTRATOR, TITLE I ESEA PROGRAM

Mr. BUCKLEY. My name is Richard Buckley, Brockton, Mass., school system. I would like to recommend very definitely that title I funding be continued and, if at all possible, increased. I say this because I firmly believe that we have come a long way and I firmly believe we still have a long way to go.

I would like to give a very short, brief historical summary of title I program in Brockton and some of the problems we have encountered and some of the things that we have done about it.

Back in September 1969, when we looked at this program, it was a remedial reading program which varied quite considerably from building to building with no particular concentration at any grade level. We had relatively, within the title I area, inexperienced staff who were selected after all other classroom teachers had been chosen for positions.

I would like to refer to the program at that time as a program in orbit. You had your building staff and then you had your title I staff. It was a reading program, and yet I found that there was little involvement, if any involvement, on the part of the reading department.

Then I found also that there was general confusion relative to title I guidelines; hence there were many instances of confusion about supplementing services.

I think the consequence of everything I said was shown in our evaluation results at that time, which generally were not good. So we immediately undertook to do something about this, and immediately what we tried to do was establish priority needs within the school system; and, based on all of the criteria that we looked at, we felt that language development at the primary grade level was the priority need in the school system.

We immediately set forth to produce a language development guide that would become the title I program for the city of Brockton. This was done; the program was implemented.

The next job that we had was to go out and employ staff. In view of the fact that we were dealing with our most severe educational problems, I felt very strongly we should have our most experienced staff and, consequently, I worked very hard at attempting to talk teachers out of the classroom situation into the title I situation, and we were largely successful in doing this.

As a matter of fact, I feel right now that we have in the title I area of Brockton some of the best teachers that we have in the school system.

The next thing that I attempted to do was to involve the reading department and, very fortunately, in the last couple of years, with a new reading department director, we have had 100 percent involvement by the reading department. As a matter of fact, the title I program centers around the direction given to it by the reading department.

The title I staff has been involved in the planning and in the writing of the title I program. No longer are there any supplanting programs. All of our programs in the language development area are strictly supplementary in nature.

Also, we have tried to integrate our title I program into the regular curriculum offerings of the school department. Consequently, our language development program has been centered around a new reading program that has been developed for the entire city of Brockton. There has been constant involvement with the reading department, our own title I staff, and classroom teachers.

So this makes the title I program an integral part of everything that is happening in Brockton. It makes the teachers in that program an integral part of everything that is happening in Brockton.

We have looked at this program very closely. We have had it evaluated over the years, and I have before me here the evaluation of the 1971–72 program, in which, at grades K through 3, we showed very fine gains, the best gains that we have been able to show since the inception of the program.

I think the point I would like to convey today is the staff and their interest. The first question that I ask, once finding that a teacher was eminently qualified to teach this program, is: "Do you want to teach in title I?" If the answer to that was an unqualified "Yes," I was interested and only if it was an unqualified "Yes."

These are the type of teachers that I now have in the program, and I might say that when we finally got this evaluation, I guess that I could probably compare that room to which I announced the evaluation to the New York Mets' dressing room when they won the pennant. Those teachers were certainly enthused and, I believe, well rewarded.

So I have a few recommendations: one, that title I funding be increased rather than decreased. One recommendation I think I would like to make that I feel is quite important is that the administrative structure for Federal down through the State to the local be retained so that what has taken 7 years to establish will not be destroyed. I think that this is very important.

Again I want to get across the fact that, over the years, a number of very fine and experienced teachers have come into this program who are dedicated to teaching children who have severe learning problems, and they are very much interested in what is happening at the grassroots level. I thank you.

STATEMENT OF GERALDINE JOHNSON, BRIDGEPORT, CONN., ADMINISTRATOR, TITLE I ESEA PROGRAM

Mrs. JOHNSON. As I heard Cleveland give its testimony, it made me think of home, because we are a smaller prototype of what Dr. Briggs said about the Cleveland school system. We are a school population of approximately 25,000 students, and at least 50 percent of these students are assessed to be both economically and educationally deprived.

We have had, as Cleveland has had, a great change in our student enrollment over the last 10 years. Until now, we have had 54 percent minority enrollment. There are 30 percent of our student population which is black, newly arrived from the South of our country.

About 24 percent of our population is Spanish surnamed. I would say that the majority of them are Puerto Rican, who have come from the island to the mainland, and have a high mobility of back and forth residence with us.

So, some new kinds of problems have emerged in Bridgeport, and in the 7 years we have been involved with title I, it has allowed us to intervene, we feel, in some very serious educational problems.

We also have an eroding tax base, and it is extremely hard for us to get what we consider the adequate funds to provide quality education for all of our pupils. We have an exceedingly large drain of the white middle class from our community, going to the suburbs; and a disadvantaged population locked in, which has nowhere to go or no-escape really.

So, we have growing populations of the poor. Significantly, we feel that just at the time that title I started in Connecticut, our State was perceptive enough to know that the large cities had growing minority populations, growing disadvantaged populations that needed a great input into educational deprivation.

So, our State, our legislature, provided State funds that could partner along with title I funds and give us what we felt then were ample funds to really begin to deal with the problems that faced us.

We think we have been diligent about title I. I should have said when I began that I very, very strongly endorse its continuance. I am delighted with the Perkins bill. I hope that it will get significant support.

I think if we could look forward to another 4 years or 5 years of continued involvement, it helps us. This sitting or walking on eggs from year to year, trying to find out whether there will be continued funds puts us in a terrible bind as we try to mount long-range programs for youngsters.

We feel that 7 years has simply allowed us the time to design programs that can make a difference where we are beginning to see the progress that can be made. We are not sure that the evaluation demands are the most realistic kinds, when we tie them strictly to our national achievement scores, and so forth.

We feel that there is some other kind of evaluation that we might be able to build into these programs to show progress. But, nevertheless, we do not think that it has been realistic to say that programs have not succeeded because of some of the shortcomings that perhaps have become apparent through the evaluations that we have made.

We think that there has been significant progress that also should be pointed to on a national and on a State basis. Our title I funds, which are approximately $1,300,000, are partnered with about $800,000 of our State Disadvantaged Act funds which gives us more than $2 million, a little over $2 million to really address ourselves to our problems.

Our State Disadvantaged Act money has gone to mount reading programs because we feel that our goal is to make our kids educationally functional, and in the longrun, make them functional citizens who can become functioning citizens of our country and productive and competitive ones.

One must have significant reading skills to do this. We have taken our State funds and we have mounted significant reading programs, but again, we have narrowed the scope even of these programs so that they go into about 13 priority validated schools which were validated under title I guidelines.

Even our State funds are going into those schools to serve children in grades 1 through 5.

So we are serving in our programs both title I and State disadvantaged programs, approximately 4,500 children. I am sorry, about 6,000 children.

Our title I funds are serving about 4,500 children, with, we say, a production input of about $300 per pupil that can make a difference. In title I, we have used our funds very specifically for early childhood programs from prekindergarten up through grade 3.

That is one aspect of title I. We are serving 400 prekindergarten children to try to intervene in educational disadvantage and give them the background that is necessary to come to kindergarten and profit from a kindergarten experience.

We have received great community support here. We pay no rent anywhere that we have these programs, and we think that is a big thing to have mounted in our particular communities. We have churches and housing projects and community houses giving us space to work with these children, all under the guidance of our fire department that these are safe places in which to have our programs.

Then we put our money into staffing and materials and evaluating our programs to be sure we are doing something that is extremely worth while for the 400 kids that we serve. These prekindergartens are tied to the attendance area validated title I schools that kids are going to go into the following year in kindergarten. We have community organizations connected with the places that have given us volunteer service.

They are interested in kids and they give us volunteer service during the day. We have taken people out of the neighborhoods and trained them and hired them as aids in our program and put them in our early childhood programs.

We have used title I funds to follow these children up from kindergarten into the first, second, and third grade with a follow through program out of our title I funds where we have a very, very specific curriculum.

Again, our school system pays for the teachers, and we pay for the paraprofessionals, and we pay for the very specific materials that we want to use to implement and intensify curriculum for these youngsters.

We are showing it makes a difference. At this level, we have very significant parent involvement programs. We think that in title I, one of the best things you have mandated from us is that we must have parent councils and parent involvement. One of the reasons why we think that economic disadvantage is tied so closely to educational disadvantage is because the educational aspirations of these parents for their children are very different from what you will get from your middle class and upper class parents.

If we tie them in early to the education of their children, then they learn the parents learn, that there are things we can teach them to do with their children to promote educational achievement. They, too, begin to aspire for their kids for educational success, and that their kids can go on and complete high school and can get other kinds of training and can become functional citizens and maybe they can break out of that spiral of disadvantage and poverty that the parents have found themselves in. And their kids can lead a different life from the kind of lives that they have led.

So your parent involvement mandate to us I feel is one of the most important things that has come out of title I. We have developed some fine parent leaders who come to our board of education meetings and demand that our local school system have a better input in the base to their children's education, and that if the local school system has a significant input, then title I and any other kind of things that will be done for their children will be the advantageous kind of thing that can hook their kids in and make them soar in education.

Mr. RADCLIFFE. Mr. Chairman, with your permission, I would like to ask a question at that point for clarification.

I know you have parental advisory committees.

Mrs. JOHNSON. Right.

Mr. RADCLIFFE. Would you extend this involvement of the individual parent to the fullest extent feasible, and for the individual child, so they sit down together with the teacher and see what the problems are and talk about the objectives?

Mrs. JOHNSON. Our parents involvement is on a number of levels. They are certainly members of the Parent Advisory Committee that suggest to us what kind of proposals they feel are meaningful, but we are very aware that they do it on the basis of what they have observed in our programs.

So, we encourage them to come into classrooms to volunteer some of their time, a little of their time in the classroom with their children to see what is going on, to learn some things from the classroom that they can take home and do with their children. They help us make concrete decisions as when we can only do certain things with title I money what is it they want us to do.

We try very hard to not only ask them these questions, but to be willing to listen to them, and it gives us a lot of clout with our board of education to say that the Federal guideline mandates that these parents be involved, and that even though there might be a wish to sort of dilute some of the title I funds or do something else with it, this is what the parents want us to do.

When the parents make this mandate, they are listened to by our board of education and by our city administration much more than I as a professional saying these are the kinds of things we need for our children.

But what we have noticed recently is that our parents are on very much the same wavelength that we are on. They know what is good for their kids, too. They know they want their kids to read well and they want them to speak well and they want them to become competitive functional individuals.

This is the kind of talk that they are giving now. We didn't have this kind of involvement before title I. It allows us to say to teachers, "The school doors are open." We say to parents, "The school doors are open." Then we say to teachers, "The school doors have to be open."

The parents believe this, and we must let them in our classroom and they must be an integral part of what is going on in the classroom. This is a change for us in education in Bridgeport.

I think that the other important thing that title I has done is that it has allowed us to freedom within the guidelines to experiment with new techniques and patterns in education to really try to find a way to be relevant to a particular student population. But the amazing thing is that once having found that kids can meet success in some of the individualized styles of education that we really have implemented in title I programs, our school system has picked them up, kind of a ray of light, that we think is educationally sound and that we work with all children.

We develop individualized level programs in reading and in math and our school system has adopted what we developed. We can go on to some other kind of business. We can refine those and develop some other new styles of things that are important.

But, I think one advantage of title I legislation or funding has been that school systems who were really serious about the problem could experiment and innovate and try out and find out something about a particular segment of the school population which could have great implications in general education for a school system.

So, now we find our system is looking to us for much of the leadership in some of the more innovative styles of teaching and our teacher training process, that we have gotten involved in, could be very effective within a total school system.

We think we have more than carried our weight, and we have made a real contribution to a total school system, not in terms of money, but in terms of result.

Mr. Radcliffe. I think those are very helpful observations. Thank you, Mr. Chairman.

Mr. Towell. Perhaps we could move on to the next witness now.

STATEMENT OF STAN FARGNIARZ, BURLINGTON, VT.

Mr. Fargniarz. Since we have a smaller enrollment than Cleveland, about the only thing I have in common with Dr. Briggs is that I have also been with the program for 6 years, and so I have been with no ethnic black group population to speak of in Vermont.

I have been with the program since its inception. Being a frugal Vermonteer, I have limited my testimony to one page which covers the 6 years I am referring to. I hope that brevity does not diminish its importance.

Since 1966, Burlington, Vermont has received slightly more than $772,000 for title I programs to serve disadvantaged children.

With the exception of about $50,000, during the first 2 years for the purchase of instructional equipment to service a citywide Audiovisual Center obtained through a title III grant, all of these funds have been spent on direct services to children through a variety of programs.

In the 6 years of its operation, close to 25,000 children in public and nonpublic schools have benefited from these programs, and of these, slightly more than 10,000 have received services in a concentrated, intensive manner.

An in depth, assessment of needs and priorities established that services should revolve around activities designed to improve reading skills, reduce dropouts, and improve attendance, provide basic health screening, increase communication skills by providing speech therapy, and offer a change from inner city living by sponsoring a summer camping and recreation program.

Our experience has convinced us that these efforts have been successful when services are carefully planned, well coordinated, conscientiously delivered and honestly evaluated.

In 1969, 137 of 2,161 students in grades 9–12 dropped out of school. By having a home school coordinator contact dropouts during the summer, dropouts numbered 76 and 93 during the next 2 years.

Our speech therapy program enables us to screen every entering kindergarten child and each year about 75 children are dismissed from therapy as having been evaluated as having profited enough to carry on in regular class work.

Through additional nurse and training of technicians from low-income levels, every child in our five title I target schools is given a vision and hearing test and referrals made to doctors or clinics when needed, as well as followup services. In the case of followthrough children, dental and medical services are provided.

Four reading specialists are serving intensively about 50–60 children in each title I school. Gains made, while not dramatic, have allowed these children to remain with their classmates and not fall behind as far as might be expected.

One hundred seventy-five children each summer have learned to live and share with others in a well run camping program. Previous year campers are used as junior counselors and are paid with title I funds. The benefits to them may be more than to the campers as they enter junior high school with a changed attitude and continue in a related series of like activities with their teachers.

Unless such activities can be guaranteed through subsequent funding, I would strongly urge that title I funds continue to be designated as focusing on disadvantaged children and that funds be increased so that we may reach the 50 percent we have not been able to reach in the past.

Mr. TOWELL. I assume that you have identified the other 50 percent somewhere?

Mr. FARGNIARZ. Yes, in my testimony, at the beginning of these programs we got all the principals of the schools in the city, and we identified and assessed what our needs were at that time, reevaluated a few years later in 1968 and 1969, and have had identified those through testing as well as various other means all those that would be eligible.

We then in succeeding years and subsequent funding concentrated the services on the neediest of those. So that we have identified all of them we think at least with all the measures that are presently available and are concentrating the services on the most needy which come to maybe 2,000 or 3,000 each year, which would be eligible.

We are concentrating in the last few years on slightly under a 1,800 or 1,900. So, we really think we are meeting the neediest of the needy.

Mr. Towell. Thank you.

Mr. Radcliffe. Is that based on educational need?

Mr. Fargniarz. Educational plus others coming from parents, teachers and principals. Parenthetically, I have no objections to a structured formal well thought out and planned needs assessment so long as the funding will come to carry out what that shows.

I am well aware that we are not meeting the needs of all children, and if such needs assessment are in line without work, as we have done it with title I children, I see no conflict between Representative Quie's proposal and what we are trying to do in title I.

Mr. Towell. Thank you.

STATEMENT OF DR. THOMAS CIMINO, PROVIDENCE SCHOOL DEPARTMENT, PROVIDENCE, R.I.

Dr. Cimino. We have student population of 23,000 students, about a third of whom are black. We are the country's largest Portuguese population, a sizable Spanish speaking population.

Of 23,000 students, some 12,000 are classified as poor. Of that 12,000, we are serving 8,000 in title I programs. I am new to Providence. As I look back on some of our old proposals, I saw a statement such as we wanted to enrich the experiences of the disadvantaged or raise levels of aspirations.

I think we have bome a long way since then. In January of this year we instituted a reading program based on 128 behavioral objectives. Connected to this program is computer printout to parents. By moving to this program which is a diagnostic program, we have included a thousand more students this year than last year at no additional cost.

We have reduced the cost of educating these children to less than $200. This past summer in 1972, we instituted a math program. We found, may I say, that the reading program so far has shown that the average gain is 1 year 2 months. We moved into the math program this summer, and we found in a 7 week period that students gained 3 months in math skills.

We have continued this program progress by instituting labs throughout the city. We have just initiated an early childhood comprehensive program based on creative drama and childrens literature.

We have also trained 350 parents so we can get a more comprehensive relationship between the home and school environment. You have to ask the question, "What took Providence so long to get going"?

There are twofold answers. One, we didn't know how to educate disadvantaged children. Two, without federally mandated requirements of evaluation, we would have gone on thinking we were raising levels of aspirations, and we have now shifted our thinking to embrace the idea that as one is successful, one becomes more confident.

As one becomes more confident as a result of that success, he then raises his level of aspiration. In my judgment, I think it would be a tragedy to discontinue this aid to title I students in Providence because it would reduce our past 6 years to nothing more than a comedy of errors.

It would also crush new born hopes of these title I parents that they have just gained for their children. I think most of the efforts of the title I classroom will be neutralized if this funding is discontinued. In Providence, our parents are involved in monitoring and staffing title I programs.

Initially, they forced us to listen to them and as a result, I think we have gained a mutual understanding of the concern they have for their children. However, I really think without these mandated councils, a lot of communities in our State are going to abandon them. I think Providence parents group is probably one of the most organized in the country and a lot of groups in our State are trying to imitate what they have done.

I think that will go down the drain. I would leave you three recommendations. One, I think each school system should be awarded 3 years grant for kindergarten through grade 2 program.

That there should be yearly evaluations of this program. If by year 2, the project has not demonstrated substantial movement towards its objectives, a new design should be submitted.

Two, I think there should be multiyear grants ranging from 2 to 4 years for programs beyond the third grade. I think the length of the grants should be related to the design of the program and grant renewal should be dependent upon the proven success of the program.

Finally, I think grants awarded should be made in March and should include money for teacher training, educational material, and supplies which could be expended before September so that when programs start in September we are ready to go the first week. Thank you.

[The document referred to follows:]

TESTIMONY OF DR. THOMAS M. CIMINO, EXPERIMENTAL PROGRAMS ADMINISTRATOR, PROVIDENCE SCHOOL DEPARTMENT, PROVIDENCE, R.I.

Mr. Chairman, distinguished members of the Committee, I am Tom Cimino, Experimental Programs Administrator for the Providence Public Schools.

On behalf of the 8,000 poor and disadvantaged students who are benefiting from Title I programs, I am pleased to testify for the extension of the Elementary and Secondary Education Act of 1965.

Unfortunately, I am sad to say that there are an additional 4,000 children in Providence who also are poor and disadvantaged who cannot participate in these programs because of insufficient funds. The parents of these children, some 30% of the poor population, find their children denied, for example, the services of a special reading teacher, the use of a math remediation lab, and help from a mental health clinic if needed.

On the positive side, the parents of the 8,000 students recognize that Providence has come a long way since 1965. Original Title I programs contained statements such as, "enriching the experiences of the disadvantaged child", or "raising the level of aspiration of the student." When we were able to describe educational outcomes in more precise language, results were forthcoming. For example, a systematic approach to reading was initiated on a pilot basis in January of 1972. One hundred and twenty-eight behavioral objectives were specified which produced gains in grade level equivalents of up to one year and nine months for some groups. During the 1972–1973 school year, this new reading program enrolled, at no extra cost, 1,000 more students than the 1971–1972 reading program. By shifting to a diagnostic approach based on behavioral objectives and retraining our staff, we were able to more fully utilize our teachers and specialists and to lower the cost per pupil to less than $200.

An evaluation of a 1972 summer program showed that students gained an average of three months in math skills during a seven-week period. Math remediation labs jave just been established in eleven schools to continue the progress by-objectives approach started last summer.

While educational experts have long advocated experts have long advocated readiness programs, Providence did not initiate a comprehensive curriculum in this area until October of 1972. This program uses creative drama as the main vehicle for developing language patterns of disadvantaged children. Parents of the 350 children enrolled are also being trained to insure a more complementary relationship between the home and school environment. Standardized test results from a smaller, less sophisticated pilot program can verify the success of this approach.

Title I in Providence is just starting to produce concrete results. However, the recent initiation dates of the projects generates a very natural question, "What took Providence so long?" The answer, Gentlemen, is twofold: 1) We did not know how to teach the disadvantaged; and 2) without state and federally enforce mandates for evaluation of projects, we would have gone on thinking we were raising levels of aspirations. We were prompted to abandon old approaches when we were required to produce hard data to support claimed program results. We have now shifted our thinking to embrace the idea that success breeds confidence and not vice versa. Only after one is successful will his aspirations be elevated.

In my judgement, to discontinue assistance to the disadvantaged would be a tragedy for Providence. It would not only relegate the six years it took us to get going to a mere comedy of errors, but also would crush the newborn hopes that Title I parents have for their children. Don't reduce the poor and disadvantaged to a group of "wipe-outs."

Most of the efforts of Title I Parents Advisory Councils will be neutralized if this categorical assistance does not retain a distinct identity. Providence parents, for example, are involved in planning, staffing, and monitoring programs. Those who are employed as aides bring to the schools insights, understandings, and compassions which cannot be purchased. While we admit that parents initially forced us to listen to them by militant methods, we both acknowledge that out of our interaction has grown a mutual understanding of the respect and concern we each have for their children. Through this interaction, parents have also gained first-hand knowledge of regulations, financing, and specific program operations which they have recently used to publicly support the Superintendent on two separate occasions. This is almost unheard of in Providence. Providence will continue the Council but without categorical aid, these mandated councils will be abandoned in other communities. Once again the groups in other parts of our state who are just starting to model themselves after the Providence group will withdraw into their traditional passive roles. And once again the voice of the poor will be unheard.

Gentlemen, not only do I urge you to continue financial support for the education of the disadvantaged, but I also urge you to increase that support to include the disenfranchized poor mentioned earlier.

May I also offer the following recommendations:

1. Each school system should be awarded a three-year grant for a developmental K–2 program. Yearly evaluation should be submitted. If the second year's evaluation does not demonstrate substantial movement toward stated objectives, a new program design should be required.

2. Multi year grants ranging from two to four years should be awarded for projects starting at grade three. The length of the grant should be related to the design of the program. Grant renewal should be dependent upon the proven success of the program.

3. Grant awards should be made in March and should include money for teacher training, educational materials and supplies which could be expended before September. This would enable school systems to be fully prepared to implement funded programs during the first week of school in the Fall.

Gentlemen, I thank you for the opportunity to address you.

[Information submitted later for the record follows:]

DEPARTMENT OF PUBLIC SCHOOLS,
OFFICE OF EXPERIMENTAL PROGRAMS,
Providence, R.I., March 15, 1973.

Hon. CARL D. PERKINS, *Chairman,*
Committee on Education and Labor,
2181 Rayburn House Office Building,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: I wish to thank you for the distinct privilege of testifying before your distinguished Subcommittee on Education on March 6, 1973.

Since then, I have had the time to examine a draft of Congressman Quie's formula for determining the number of educationally disadvantaged and wish to offer the following professional insights for your consideration.

The viability of educational criteria as a substitute for economic standards depends heavily on the frame of reference used to analyze the concept.

First, let us examine the national perspective. A national sample of 3,000 students per grade level may indeed yield valid statistics for projecting the number of students who fall below a predetermined level of success (criterion reference). The sample size of 39,000 students (K–12) can be drawn, tested and analyzed in a manageable period of time. Biannual testing is feasible and the cost is not prohibitive. There is no question that the data generated by this procedure will be more current than the 1970 census data and may also be used to establish educational priorities for the nation.

Still, a major question remains, "How can national standards of achievement be developed when we have no national school system or even national curricula in either reading or math?" Unlike France, our educational system is divergent at best and stratified at worst.

In short, I find with some reservations that Congressman Quie's proposal has merit on the national level for projecting the number of educationally deprived students.

It is the application of this funding procedure on the regional and/or state and local levels which prompted me to further dissect the idea.

For instance, a national sample of 3,000 third graders would include about 180 students from Rhode Island, Approximately 20% or 36 would be drawn from Providence schools from a total of 1,693. Serious theoretical deficiencies exist when such a small sample is spread out over 35 different schools. Even if Rhode Island were allocated 6% of the national funds based on its share of the population, the problem would not be resolved. Just because Providence schools enroll 20% of the state's students does not mean that the system deals with 20% of the educationally deprived students. Rhode Island is not an educationally homogeneous state. Clearly, the national sample cannot be used to allocate funds within a given state, but may be sufficient for determining the total dollars needed on a national level.

In my judgment, each state should be required to draw a scientific sample for an equitable distribution of allocated funds. State departments of education should be charged with the responsibility of designing or selecting the instrument, drawing the sample, administering the test, analyzing the results, and establishing the criteria for success. Obviously, each state must receive adequate funds for generating the data, which, unfortunately, will also reduce the money available for educating children. Census-income data, on the other hand, were collected by another federal agency at no cost to the Office of Education, and are multi-purpose, while the data in question can only be used to project the number of educationally deprived students.

Initially, the school systems within a state which were offering an inferior education would be rewarded using the Quie formula as much as systems which formerly received funds based on the size of the poor population. One system would receive federal dollars to remedy an educational problem created by conditions external to the schools, while another system would receive aid to solve an internal problem. The local extension of the idea raises the question, "How could the state and/or federal government prevent the school systems from actively depressing the students' performance on this one test to protect their 'share of the pie'?"

The Quie proposal depends heavily on individualized instruction which is a sound educational concept. The only danger is that individual states may require specific programs or only allow one program to be adopted. Many

states still employ the single adoption plus a limited supplemental list of textbooks approach and may carry this philosophy over to Title I.

Research for Better Schools, cited by Congressman Quie in his press release, has been collecting data on one approach exclusively. Mr. Quie has obviously received a very biased report on the IPI approach from them. Many informed educators feel that the major weakness of this program and other highly individualized programs is the severely curtailed interaction of students. In my judgment, it would be wiser to mandate progress-by-objectives with the LEA determining the method rather than mandating individualized instruction.

What will we have gained if we are learned but still cannot live together?

Sincerely,

THOMAS M. CIMINO,
Administrator.

STATEMENT OF CARLO GAMBA, CRANSTON, R.I.

Mr. GAMBA. Cranston is a suburban metropolitan community——

Chairman PERKINS. We will recess for 6 to 8 minutes to go over and answer the quorum, and we will be right back.

[A brief recess was taken.]

Chairman PERKINS. The committee will resume. Go ahead with your statement.

Mr. GAMBA. Thank you. I started by saying that Cranston, R.I., is a suburban metropolitan community of about 75,000 people. Our school population is about 15,000.

Our title I allocation about $200,000, which is basically strong in comparison with some of the other people who testified this morning. Our title I funds are used to operate a preventive program in developmental reading from pre-school to grade 4.

Initially, when title I funds were first allocated, they served students throughout the whole school system kindergarten through 12th grade. But experience of operating programs, as has been stated by other people who have already testified, has directed us and many of the other communities towards the present program which is of a preventive nature designed to eliminate the need for programs of remediation.

Basically, the programs now are taking place at the primary, preprimary, and intermediate levels in elementary schools. Our local research has shown that schools designated as target schools by title I guidelines have consistently made more significant gains on standardized tests than those schools not served by title I programs.

In addition, our assessment of needs has shown that in target schools reading is a priority area at the primary levels, but that at these schools, after having been served by title I programs, the priority in reading has been eliminated by the time students get to the intermediate grades.

Our school system strives to maintain a strong developmental reading program in the regular classroom. Those students who have displayed deficiency in those areas are not able to overcome these deficiencies in the traditional classroom because of the sizes of the classes.

They require intensive individualized appraoch and title I funds help us to reach these students who can't function in the large class setting. Consequently, we were able to service them in smaller groups.

In our title I program, teachers work with groups of approximately 6 children using methods and materials specifically designed for an intensive individualized program. Each program for each student is developed from a complete individual diagnostic evaluation which determined the students' learning style, and rate, and his skill deficiencies.

From this assessment, a list of specific objectives is developed and written for each student, and an instructional program is designed to meet his specific needs. As previously stated, standardized test scores reveal that ones once the program participants meet the proscribed objectives, they are able to function successfully in a regular classroom without any further need for remediation in areas of language and reading.

The Cranston School Department has no problem living within the guidelines of title I of the Elementary and Secondary Act with regard to comparability, with regard to the evaluation criteria that are established. With regard to determining target schools using aid for dependent children, we feel that title I ESEA funds have had a most significant impact on students and the instructional program in general in our school system.

Students whose pre-test scores indicated a possibility of reading failures which would have hindered their entire learning process were able to achieve levels of proficiency comparable to great expectations. The instructional program in our school system is gained by methods and ideas which evolved through title I programs.

Also, through title I, Parental Advisory Council, we have been able to develop an involved citizenry. People are more aware of what is going on in schools and more aware of the programs, and they are making themselves come to our meetings and become part of the total school program. The impact of title I of the ESEA Act on our school system and other school systems throughout the country is immeasurable.

Therefore, representing the Cranston school department, we urge this committee to continue its report for title I of the Elementary and Secondary Act and to work for the continuation and expansion of title I as it now functions.

Thank you.

STATEMENT OF ANTHONY AMICO, STAMFORD, CONN.

Mr. AMICO. I am administrative assistant to the superintendent and my sole duties are to administer compensatory programs funded under title I and State funded programs with a similar purpose which I have done continuously since 1966.

As a point of reference, let me state that Stamford has a school enrollment of 21,000 pupils in our school system and its title I project is the fifth largest in the State of Connecticut with a current budget of just under a half million dollars.

During the past month, I have been studying the history and compilation of Federal title I legislation, including HEW and U.S. Office of Education guidelines and regulations.

Let me say that we strongly support the national policy stated in title I. In recognition of the special educational needs of children of low-income families and the impact that concentration of low-income families have on the ability of local educational agencies to support adequate educational programs, the Congress hereby declares it to be the policy of the United States to provide financial assistance to local education agencies serving areas with concentration of children from low-income families to expand and improve their educational programs, and we feel that this should be continued.

A review of the educational scene in early 1960's coupled with a real growing national concern about providing better education for children in highly concentrated low-income areas tells me that Congress showed great wisdom and compassion in providing both the fiscal and educational means for local school districts to seriously tackle the challenges of providing a better education for these pupils.

A look at our situation now and the outlook for 1973, 1974 and the rest of this decade suggests to me less financial capability for local school districts and States to cope with the problems of continued adequate funding for compensatory education prograhs.

If I may make a few observations, educationally deprived children could be found in large numbers in many school systems for many years preceding the enactment of title I. Their educational needs and achievement in relation to their capabilities were not being adequately met through local and State funding prior to 1965.

Only when a good local program of mass education as a base had added to it effective supplementary compensatory education with substantial Federal aid was a real difference made for these deprived pupils.

Supplementary programs, I might add, with sufficient controls to keep the aid focused on the needy children. History and an assessment of the present and the future suggest to some of us educators that the education of deprived children must continue to have a high national priority in Federal aid to education.

There must be a federally imposed delivery system to insure that this national need will be met. We do not believe that local autonomy on the use of Federal funds will accomplish this and for this reason we support the Perkins bill especially the portion which extends title I.

In Stamford, we have about 2,500 pupils who need title I services. Based on our program design and funding available, we are currently serving about 1,200 pupils at a title I per pupil expenditure of about $400. We do not see how the present level of title I funding as being adequate to reach all eligible pupils will effective servces nor do we see any way to secure local or State funding to meet the needs of children not now being served by title I.

We also have a great fear that a shift from strict categorical aid for title I children to a liberalized Federal education revenue sharing as a quick path to general aid, diffusion of services and an inevitable predictable loss of funds, programs and services for these deprived children we feel will simply dry up and disappear.

Based on testing and formal evaluation activites in Stamford, we have found our programs to be highly effective, particluarly during the last 3 years.

Our principal programs are concentrated remedial reading and instruction for deprived pupils learning english as a second language.

Our programs have been cited by our State department of education and we range along with Bridgeport as having the most effective highly productive title I programs in Connecticut's largest cities.

Without going into detail about program results, let me say that pupils in our title I reading program as a total group have shown twice the normal expected growth for these pupils when compared to those who did not receive title I services.

Pupils in our title I programs for the non-English speaking have shown remarkable growth in acquiring English fluency. I will not make any further comments on Stamford's good title I programs.

If we gave as much publicity to the many good title I programs across the Nation as is done for the weak programs or places where there are abuses, we would find that title I as a Federal aid program is relatively highly successful with a promise to be even better.

Good programs which are effective and substantially raising the achievement level of deprived children above the level fostered by a solely local State funded program, usually have some easily identified characteristics. New Federal legislation should take these points into consideration.

One, a strict adherence on the local and State level to the legislative intent of Congress in such educational legislation as title I.

Two, local supplanting of funds. Concentrated services and expenditures must be added to a maintained local State effort.

Three, programs which keep a constant focus on eligible participating children including a good annual assessment of pupils educational needs.

Four, elimination of all forms of diffusion of services through various fiscal and educational management techniques.

Five, good programs require planning and design of sufficiencies, scope and quality to give reasonable promise of success to produce a noticeably favorable impact.

Six, serious effort on the local level for implementation and operation of programs of the sake of the pupils.

Seventh and lastly, accountability. Solid evaluation of programs with good feedback to staff and to the decision makers. If you wanted Federal funds to show advisable results on a high level, you must include these conditions in future funding.

Even when local and State funds are used, they will be wasted when many of these elements are missing and controls on operations and expenditures for education.

With these controls in a federally funded program above a good local base, providing a much better education for deprived children stands a excellent chance in an area which has a poor record of pupil attainment. Close examination of good title I programs will reveal that inclusion of these conditions or controls is a real good answer where other flexible less restrictive approaches have been ineffective or childrens needs did not command much attention.

Upon review, I have found logically that our most productive years in title I as measured by hardcore test data on achievement of pupils, has been in the last 3 years. This came with the advent of greater restrictions on the use of these categorical funds, either federally or local.

What I am saying again is, that if we are really interested in the education of deprived children and apply ourselves in a high professional ethical and moral level, it can better be done with a categorical aid with sufficient Federal mandates or restrictions.

Anyone really familiar with current problems of local and State financing of education and the local process by which local budgets and educational decisions are made, at various local levels, being almost predict that a radical or even a gradual change from restrictive categorical aid to Federal education revenue sharing with deminishing or nonexistent restrictions will lead to supplanting and a loss of most of our compensatory education programs.

With little or no strings attached, it is not hard to guess where title I funding will go 1 year or 2 years or 3 years from now. There is little assurance that if major decisions on how Federal dollars received under Federal revenue sharing are to be local ones made by fiscal fathers, that the needs of deprived children will ever be met and that even a share of present title I funding will survive for present title I programs.

When lobbies and special interest groups become active locally in influencing fiscal decision, who can really lobby successfully for the deprived children? I would also suggest that if a large number of people across the Nation could be polled, I suspect they would favor the retention of categorical aid under a national education priority, and would probably favor reorganization and economies in other parts of the national budget even within the same budget ceiling.

I would like to mention a couple of other things that title I can take credit for which are not widely publicized. Title I has done much by its money and by its concepts and by its very nature to make major thrusts in much needed innovation in education, and I will just mention only a few that I am aware of mostly in our local area.

It has been largely responsible for initiating and developing much needed new programs in preschool and early education childhood and much needed reform in education on the local level.

It has created rapid expansion on the effective utilization of teacher-aides on other paraprofessionals. It has intensified in service activities for teachers and staff members who worked directly with the children.

It has intensified services directly to pupils through title I employees and other teacher specialists which local school district either never had or had in limited numbers and the result of title I funds may have commanded locally paid staff.

There has been a great surge of evaluation of programs on the local level as a result of Federal mandates for Federal funding and a similar increase of locally funded evaluation activities. I would guess that if the full effects and educational influence of title I are to be assessed, we also need to consider such beneficial changes in education as well as the direct learning gains by pupils being served and if categorical aid through title I dries up and disappears, much of these kind of benefits to education will also be affected.

I would like to say something about the timing as far as consideration of legislation or consideration of radical changes at this particular time. Our local education budget has already been formulated and is being submitted to our local fiscal fathers.

By June, we will have final decisions on our local budget for a fiscal and operational year beginnning July 1. We know from experience that Federal legislative can be a much slower process.

With no certainty of funding or appropriations in July or August or even well after we are into the new school year, witness the situation on ESEA this year, we are most fearful that a radical shift on the Federal level may result in serious disruption, great uncertainty, if not chaos and destruction, and a shift on short notice could be disastrous on a local level when you are talking about one of the largest programs of Federal aid to education.

Wherever title I goes next year or in the future, we plead for at least two things: One, enacting legislation for a period of at least 3 to 5 years to insure continuity and good aministration and implementation on the State and local levels.

Final action on national or State funding levels should be determined early following the local timetable for budgeting but coming no later than 3 months before the fiscal year begins. Evaluation of programs and local accountability can not really be taken seriously in the years when the timetable of Federal action is seriously delayed.

Any modification of title I should not result in less funding for compensatory education programs. Additional funding is needed in a range of at least $300 to $500 per pupil of Federal funds above local and State funding if you really expect to see a difference.

In closing, may I say that we support fully the Perkins bill, and we thank the committee for the opportunity to present testimony in its support and hope that the committee will report it out favorably.

STATEMENT OF EARL DUNPHY, FRANKLIN NORTHWEST DISTRICT, VT.

Mr. Dunphy. I am a speech therapist by profession, and I have found myself as project director for two title I projects in a small rural town in the northwest district of Vermont.

In comparison, we are a small town with a school population of 2,300 students. The district is comprised of 5 towns, 16 miles separating the two schools. I am here today to reflect the impact that title I has had on the school district, and what impact there will be if title I does not continue.

I became involved in the Franklin Northwest Supervisory District approximately 3 years ago when I took over a speech improvement program. This program began with title III funds and if it were not for title I funds would have discontinued because of the stipulations put forth in title III.

Through this program, the conventional approach for speech therapy has been for a district to hire a therapist, and he would have a caseload and work with a certain number of them, and there would be many that would be put on a waiting list.

As a result of the support we have received from title I, we were able to develop a program where all children could receive help through teacher training and inservice training programs and as a result, we have not had any waiting list.

Another project that title I made possible in this district that I represent, we had no kindergartens because the area cannot simply support it financially. In our work with children with speech problems, it became readily apparent that many of ths incoming first graders were not ready for school.

Last year we surveyed all incoming first graders, and the result of our test showed that over 50 percent of them did not have adequate skills for learning to read. Therefore, we instituted a 5-week summer program with the help of title I funds to see if we could do something about helping these children improve their skills so they would have a better chance to learn reading more easily and, therefore, do better academically.

As a result, we were able to demonstrate after 5 weeks a growth of 2½ years in oral language areas. We were able to demonstrate an average growth of 1½ years in motor skills and a growth in 83 percent of the children involved in this program showed significant gains in their speech.

We feel we are in the process now of gathering more data since this was a very recent program to see what effect this has had on the reading, and I would reflect of one first grade teacher who has been teaching for over 30 years, she said, "If I had not seen it, I would not have believed it."

If title I funds do not continue, these programs will end, because there cannot be any local support for them. The parents of these children now have hope, and we feel very concerned that this may end, and as a result, we would be right back to where we were when we started.

This is all I have to say. Thank you.

STATEMENT OF DAVE POTTER, SUPERINTENDENT OF SCHOOLS, ADDISON NORTHWEST DISTRICT, VT.

Mr. POTTER. Perhaps it is appropriate I end up speaking last on the docket. I am Dave Potter, Superintendent of Schools in Addison northwest district, Vt. Our district happens to be the smallest one represented here today.

Chairman PERKINS. What is the size?

Mr. POTTER. We have under 1,350 pupils in grade 1 through 12. You have a prepared statement with a blue face sheet——

Chairman PERKINS. How many participate in title I programs of that 1,350?

Mr. POTTER. We have 80 approximately participating in reading program with another 44 being served through our two title I teachers in classrooms with individualized learning units.

Basically, in summary, I would suppose that supportive data is what you would be interested in. We had in the grades 1 through 6, 12 months of growth last year for 6 months of participation in the program, with 9 months of growth in the junior high for again 6 months of participation in the program.

In addition to that, there are a number of quantitative results that are listed on pages 10 and 11 of the report, and finally, in conclusion, we have indicated the number of children served, the number who need to be served, and a position as far as the revenue sharing approach is concerned.

[The document referred to follows:]

REPORT OF TITLE I, E.S.E.A. ACTIVITIES IN THE ADDISON NORTHWEST SUPERVISORY UNION ADDISON COUNTY, VT.

FOREWORD

This report is for your consideration regarding the significance of Title I, E.S.E.A. within the Addison Northwest Supervisory Union, Addison County, Vermont.

Public School education in this Supervisory Union begins with grade one and extends through grade twelve. There are within the five-town district, two private kindergartens and one Headstart Program.

The Headstart Program is located in the Township of Panton. Although the program is financed and operated through the Office of Economic Opportunity, the school facilities are donated by the public school district. The two Title I staff members and District administration also serve the program through consulting and diagnostic services. Twenty children are served in the program by one teacher and one aide.

The two private kindergartens are located in the City of Vergennes. These programs are not operated with public funds but programs are coordinated by the two Title I staff members and District administration. Diagnostic and consultative services are also provided. One kindergarten employs one teacher and operates a half-day program for 15 students. The other kindergarten employs a teacher and an aide and operates two sessions a day with 25 children in each session.

SECTION I. GENERAL INFORMATION

The Addison Northwest Supervisory Union is comprised of the towns of Addison, Ferrisburg, Panton and Waltham; the city of Vergennes; and the Union High School district no. 5.

The town of Panton does not operate a school and pays tuition for the education of its elementary children. Most of the children attend the Addison central school while some attend the Vergennes elementary school. The town of Waltham does not operate a school either and pays tuition to the Vergennes elementary school for the education of its elementary age children.

Each town is a member of the Union High School district no. 5 and shares the costs of educating pupils in grades 7 through 12.

Each of the five elementary school districts has a board of three school directors. The Union High School has a board of seven school directors. These 22 school directors comprise the Addison Northwest Supervisory Union Board (also referred to as the Addison Northwest District Board). This board employs the superintendent, other district personnel, and establishes policies that affect the total district operation.

General information on each of the member districts is as follows:

1972	Population	Elementary Pupils	Secondary pupils	Area	Grand list	Tax rate
Addison	717	108	77	25,027 A	$36,663.65	$5.88
Ferrisburg	1,875	251	222	26,875 A	52,018.42	9.44
Panton	416	50	57	9,345 A	20,255.65	5.50
Vergennes	2,242	265	238	1,200 A	41,131.53	8.70
Waltham	265	39	29	5,464 A	9,224.90	7.00
Nonmember towns			19			

Growth in student enrollment during the past five years has been moderate but steady. This growth has necessitated an addition to the Vergennes Elementary School and Vergennes Union High School and has promoted studies of building needs in Addison, Panton and Ferrisburg. Because of the moderate growth rate, the District has been able to consider many alternatives to future needs.

A. ADDISON NORTHWEST DISTRICT

CENTRAL OFFICE—PROFESSION PERSONNEL

1—Superintendent of Schools
1—Assistant Superintendent
1—Speech Pathologist
1—Reading Consultant (Title I)
1—Helping Teacher (Title I)

B. ADDISON CENTRAL SCHOOL

STUDENT ENROLLMENT

1	2	3	4	5	6	Total
21	25	18	20	20	30	134

PROFESSIONAL PERSONNEL

1—Principal (half-time) and Gr. 4–6 Soc. Studies
1—Teacher Grade 6 + 4–6 English
1—Teacher Grade 5 + Special Reading (½ day)
1—Teacher Grade 4 + 4–6 Science
1—Teacher Grade 3
1—Teacher Grade 2
1—Teacher Grade 1
1—Teacher Vocal Music (1 day per week)
1—Teacher Instrumental Music (1 day per week)

C. FERRISBURG CENTRAL SCHOOL

STUDENT ENROLLMENT

1	2	3	4	5	6	Total
33	44	40	43	49	42	251

PROFESSIONAL PERSONNEL

1—Principal (half-time) and Gr. 5 Language Arts
1—Teacher Grade 5–6 Science
1—Teacher Grade 5–6 Social Studies
2—Teachers Grade 4 (1 Ass't. Principal)
1—Teacher Level 2
2—Teachers Grade 3
1—Teacher Level 1
1—Teacher Grade 2
2—Teachers—Grade 1
1—Teacher Aide
1—Secretary/Librarian
1—Teacher Vocal Music (2 days per week)

D. VERGENNES ELEMENTARY SCHOOL

STUDENT ENROLLMENT

1	2	3	4	5	6	Total
63	44	56	60	53	52	328

PROFESSIONAL PERSONNEL

1—Principal
1—Ass't Principal, Special Reading
1—Teacher Grade 4, 5, 6 Science, Gr. 4 Math
1—Teacher Grade 5–6 Social Studies
1—Teacher Grade 5–6 English
1—Teacher Grade 5–6 Math
3—Teachers Grade 4 (1 half-time librarian)
2—Teachers Grade 3
2—Teachers Grade 2
3—Teachers Grade 1
1—Teacher Art (half time)
1—Teacher Vocal Music (4 days per week)
1—Teacher Instrumental Music (1 day per week)
1—Secretary/Nurse

E. VERGENNES UNION HIGH SCHOOL

PUPIL ENROLLMENT

7	8	9	10	11	12	Total
105	125	97	97	94	106	624

PROFESSIONAL PERSONNEL

1—Principal
1—Ass't. Principal and Vocational Department Head
2—Counselors—Guidance Department
5—Social Studies (1 half-time Phys. Ed.)—1 Dept. Head
3—Physical Education (1 half-time Art)
2—Home Economics
1—Instrumental & Vocal Music (3 days/week)
1—Vocational Agriculture
5—Math (1 Department Head)
1—Mechanical Drawing
7—English (1 Department Head)
1—Librarian
1—Business Ed.
5—Science (1 Department Head)
1—Driver Education
2—French, Latin
1—Industrial Arts
1—Nurse

SECTION II. TITLE I E.S.E.A. RELATIVE TO THE ADDISON NORTHWEST DISTRICT

(Please note that data relating to the title I program is taken from the 1971–72 school year. This is so that you can get the complete picture from funding to evaluation).

Data on the total number of eligible children and the final grant award for 1971–72 as submitted to the district by the Vermont Department of Education is as follows:

Townships	Number of eligible children	Final Award
Addison	32	$4,753.72
Ferrisburg	97	14,409.72
Panton	46	6,833.48
Vergennes I.D.	65	9,656.00
Waltham	14	2,079.76
District totals	254	37,732.68

SECTION III. NEEDS OF THE EDUCATIONALLY DISADVANTAGED

A. Determination of Needs

The information that follows deals with the assessment of needs of the educationally disadvantaged children in grades 1–12 in the Addison northwest district. Each of the following groups were asked which subject or area they felt our educationally disadvantaged students needed the most help in.

1. Parent survey summary—65% responded that reading was the area in which their child needed the most help. This was followed by english 30%, and math 30%.

2. Teacher survey summary—68% indicated the area of reading as the first priority in their assessment of the needs of the students. This was followed by emotional development 18%, and speech 14%.

3. Student survey summary—42% indicated they needed the most help in the subject of reading followed by social studies 28%, and math 18%.

4. Parent advisory council summary—88% indicated a problem in the areas of reading, language arts, and speech. This was followed by cultural environment 42%.

5. Achievement test data—Readiness and achievement test data supported the opinions of the above group of people that reading was the greatest need of educationally disadvantaged students in the district. On a national average, approximately 23% of a student population would be considerably below average in achievement. Over the past 6 years, the readiness test results have shown that 30% of our students come to school considerably below average in their readiness for reading. This is the greatest single need as indicated by the test results.

The conclusions are that the title I project can best serve the needs of the educationally disadvantaged students in the district by developing a program that will focus on the area of reading and also assist with related problems identified in the surveys.

SECTION IV. PROGRAMS DEVELOPED TO MEET DETERMINED NEEDS

*(Reading is a regular subject in grades 1–6, special programs are in addition to the regular program)

1. Title I effort.—The title I program was designed to deal primarily with reading as a needed means of input for effective language development and communication. It has been a service program where two staff members diagnose problems of the educationally disadvantaged, consult with teachers on student needs, develop and assist in development of special learning units and teach students in small groups that range in size from 2 to 10 students. One staff member (district helping teacher) deals mainly with students of preschool age through grade 4. Her teaching responsibilities are mainly in grades 2–4. The other staff member (district reading consultant) deals mainly with students in grades 5–8. Her teaching responsibilities are mainly in grades 6–8. Neither staff member is strictly bound by grade levels. If critical needs are found in a given area, both may work on the problem. Time analysis of the two people is basically as noted below.

TITLE I STAFF—TIME ANALYSIS

	Percent
A. District helping teacher:	
Instructional activities	58
Teaching elementary	
Assisting classroom teacher	
Unit development	
Testing	30
Parent conferences and reporting	1
Student counseling	1
In-service	5
Project development and evaluation	5
Total	100
B. District reading consultant:	
Instructional activities	58
Teaching secondary and elementary	
Assisting classroom teachers	
Unit development	
Testing	20
Parent conferences and reporting	1
Student counseling	1
In-service	5
Project development and evaluation	15
Total	100

Grant award funds available after paying salaries of the two people are used as follows: Special learning equipment and materials are purchased for use in areas where unmet needs have been determined. Funds are also used to hire a part-time clerical aide who works on clerical/bookkeeping tasks related to project administration and types up learning units developed by staff members.

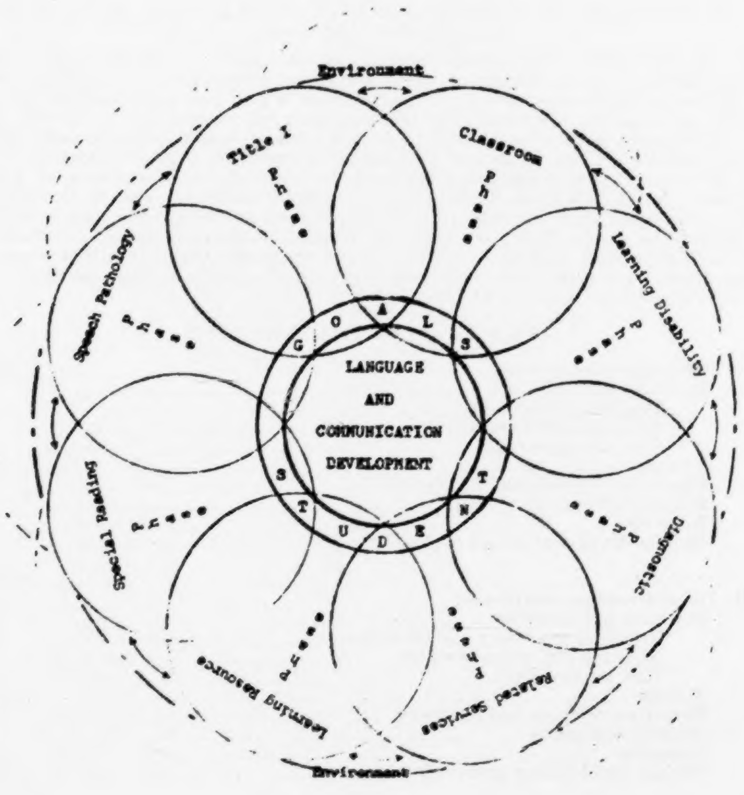
Please note that what appears to be a gap in the grade levels served, is not. The next section dealing with local effort, shows that levels not served by title I personnel are served by personnel employed by the local districts.

2. Local Effort.—The Addison Northwest Supervisory Union employs a full-time Speech Pathologist. This person serves 22 children with Speech Problems in grades 1–12. She also works with 20 first grade children who have learning disabilities. The Addison and Vergennes Elementary Schools each employ half-time reading specialists to deal with severe problems. These two people served 46 children in grades 3–6 during the 1971–72 school year. They worked with these children in small groups in special class sessions. Ferrisburg Elementary School hired a Learning Disability Teacher who worked on a full-time basis with a class of 17 intermediate grade children.

3. The model on the following page shows the District Design in terms of how all programs are coordinated in the area of reading (language and communication development).—

MODEL B

OPEN LEARNING ENVIRONMENT


Environment
Title I
Phase
Classroom
Phase
Learning Disability
Phase
Diagnostic
Phase
Related Services
Phase
Learning Resource
Phase
Special Reading
Phase
Speech Pathology
Phase
G O A L S
LANGUAGE
AND
COMMUNICATION
DEVELOPMENT
S T U D E N T
Environment

SECTION V. TITLE I PROGRAM RESULTS

A. Qualitative Results

All students who participate in the special reading classes are tested with standard achievement tests before they begin classes and after the classes are completed for the year. (Because of the amount of diagnostic testing and consulting work done by the Title I staff, actual teaching of special classes is only for a six month period of time during the year).

Following are the results of the 1971–72 Title I Reading Program as measured by the Reading Section of the Metropolitan Achievement Test.

1. 32 students in grades 2 and 3 participated in the classes for six months. The average growth for these students was 12 months each during that period of time.
2. 13 students in grades 4–6 participated and also gained an average of 12 months each during the six month period of time.
3. 33 students in grades 7 and 8 participated and grew an average of 9 months each during the six months in the program.

B. Quantitative Results

1. The two Title I staff members administered the following tests during the 1971–72 school year.

Individual diagnostic reading tests	214
Small group diagnostic reading tests	388
Reading achievement tests	164
Individual intelligence tests	31
Individual diagnostic learning disability tests	171
Total results	968
Individual tests administered	416
Small group tests administered	552

2. Due to the fact that more children need help than time, money and personnel can provide for, the two Title I staff members provided individualized learning units in reading for 44 students they could not serve in their classes.
3. The two Title I staff members and administration conducted local workshops for teachers and taught graduate level courses for the University of Vermont in the area of preparing individualized learning units work for children. These efforts resulted in production of 140 individualized learning units for use in classrooms with educationally deprived children.

SECTION 1. CONCLUSIONS TITLE I AND NEEDS OF THE EDUCATIONALLY DISADVANTAGED

According to eligibility information presented in Section II, our District had 254 children who were eligible for services under Title I, E.S.T.A. during the 1971–72 school year. According to our Metropolitan Achievement Tests (spring of 1972) there were 210 students in grades 1–8 who were reading significantly below grade level (1st–3rd stanines). The two Title I staff members and the three local staff members were able to serve 183 educationally deprived children (grades 1–8) in special reading classes. This means that even though we knew 27 more children had reading problems (not even considering grades 9–12), we could not provide special help for them because of the lack of funds to hire the necessary people.

We know the major needs of the educationally deprived children in our District and how we can go about helping them (please refer back to Section V on Program evaluation). What we need now is adequate funding to help all of the deprived children.

It is said that revenue sharing will provide enough money so that the educationally deprived can still be served at the local level but that it will allow greater flexibility in terms of decisions and priorities being made at the local level.

We question their statement for the following reasons: It seems that many people feel quite far removed from accountability when they deal with federal funds. It seems that those funds belong to some group of "them" in Washington. Unfortunately, some decisions have reflected this attitude over the years. It is not long before someone in authority then sees the need for regulations to protect the people. We soon find that regulations are adopted at the Federal and State level and people are then "accountable."

Title I is an example of just this very situation. Many people at local levels wanted to use the money to provide basic services they were providing anyway; amounting to a reduction of local tax effort. Regulations or "Guidelines" grew as problems were noted so that the educationally disadvantaged were insured that the funds would be used to give them help beyond what they were already receiving.

Revenue sharing may not mean a loss of money to local districts but it will mean loss of help to many educationally disadvantaged children in our county and it will mean a new set of "Guidelines" at some point in time.

We respectfully ask that the Committee consider our program as an example of what can be done for educationally disadvantaged children and that the Committee recommend that Title I be continued as a specifically funded program through 1978.

Thank you for your consideration.

Chairman Perkins. Let me ask all of you distinguished educators, what, in your opinion, would happen to your title I programs if the President's proposal was put into operation tomorrow? You answer first, Mr. Cimino, and go right down the line, briefly.

Mr. Cimino. I am sure what would happen to our funds is that every time we negotiated an increase in salary that would come out of revenue sharing, and we would not be able to translate it into programs for disadvantaged.

Busing costs would pick up as well as lunch costs, and it would never reach the classroom.

Mr. Potter. We would feel that locally we could and would continue supporting our title I programs. However, we have a position as far as revenue sharing is concerned that we don't feel the money would have the impact on children that title I does.

Mr. Dunphy. I would like to reflect the same sense. Our fear is that the money would not get to the children that need it, that many of the towns in Vermont presently are, the taxes are very high, and there are critical needs within each town for other areas and the fear is that the money would meet these needs of the children.

Mr. Sullivan. I feel the revenue sharing, with no strings on it would probably be used to fight inflation; the school budget in Springfield is going up $6 million, and with this type of pressure, the revenue-sharing funds would go to fight that built-in cost of inflation within school budgets. The entire title I program would disappear at the present time.

Mr. Amico. First, Mr. Chairman, let me say it is hard to react to something that we don't fully understand because even a study of the President's budget does not help us in knowing, other than the intent, the details that we would have to know, but there is enough there to tell us a few things.

One, we see a reduction of funding levels and a greater competition for a smaller level of Federal aid.

Two, the move way from the narrowly focused categorical aid is a clue to the future of title I types of programs that they will in fact be supplanted when local and State cannot find the funds to continue the base program.

We also question the success for no-strings-attached type of Federal aid. We operate on an assumption that the local programs are not doing the job, and we question the soundness of pouring more Federal money into programs that are not successful for a major portion of our school population. So I think the answer in spite of the lateness with which the plan will be unveiled, including knowing what portion of the amount of setaside will go towards compensatory programs even in year 1, the handwriting is on the wall for us.

We really think these programs are going to dry up and disappear, if not in 1 year, then in 2 or 3.

Chairman PERKINS. Let me thank all of you. You have been most helpful to the committee.

Do you have any questions, Charlie?

Mr. RADCLIFFE. I don't have any questions, Mr. Chairman, I do symphathize though with Mr. Amico for having to comment in effect on a proposal that is not actually before the committee, and I must say on our side, our members have not seen it either. But I would suppose that any proposal that would be made, say it was in the special revenue-sharing amendment, would include title I type of program with strings.

After all, it is the congressional function to consider legislation and take into account the kinds of testimony that you gentlemen have presented, and to apply the strings that the members of the committee and Congress feel are appropriate to assure the continuation of the type of programs that you have been describing this morning. So that isn't a question. It is a brief comment, and I again appreciate your courtesy, Mr. Chairman.

Chairman PERKINS. thank you very much, Mr. Radcliffe.

Mr. AMICO. May I make one other comment, Mr. Chairman? Some of the criticism leveled at title I was a result of the remarkable speed at which title I was enacted and funded and the lack of the more restrictive regulation which came later. It seems to me that we are going about to make the same mistakes now by being rushed at this late stage into a radical departure from what exists.

Unless we run out of time and June 30 solves our problems for one more year, I would strongly urge, unless we really know the details and the implications for the change, that we might very well be better off with a 1-year extension under whatever legislative provision and give much more time for not only the legislators, but also those who have to spend the sums wisely and be held accountable and produce results for children, to give much more thought to this and hope that it will not get bogged down again when the pressure is off.

Chairman PERKINS. Let me ask you this question. You have studied the legislation enough to know how the present funds are allocated to the varous States in the country. What is your reaction to a proposed testing score allocation formula?

Mr. AMICO. I would reject it on the basis of the inefficiency of the delivery system. I made a plea for an early decision, and if you need this data in order to determine State and county and the State needs it for local entitlements, I think, number one, it is too slow a process. Mass testing is not a fast process. It is also an expensive process if it is to be administered on the local level.

I think it would only hinder and further delay our present method. I am not saying our present method is good or the best, but I think everything is relative.

Unless you have something better to replace it, nothing is to be gained by abandoning what you have if there is relative merit in it and leave us with a vacuum.

Mr. RADCLIFFE. Mr. Chairman——

Chairman **Perkins**. Yes.

Mr. **Radcliffe**. I don't want to appear to be an adversary, or to be argumentative, but Mr. Quie's bill will be in printed form in a day or two. I would urge you to study it. Among other things, it would continue title I without change in anyway for two years, so it would not be a precipitous change in any respect in accordance with the very well taken suggestion you have made, Mr. Amico.

Mr. **Amico**. If I may be privileged to comment, we did discuss the Quie bill, and I think the consensus of our group is to support the Perkins bill.

Mr. **Radcliffe**. We hope you will look at the bill.

Chairman **Perkins**. Thank you, gentlemen. You have been very helpful. We will recess until 9:30 tomorrow morning.

[Whereupon, at 1:05 p.m. the committee recessed to reconvene at 9:30 a.m., Wednesday, March 7, 1973.]

[Additional information submitted follows:]

TITLE I

WORCHESTER, MASSACHUSETTS

Title I has meant something very important to students in Worcester—an opportunity to experience success. Since its inception in 1965 nearly 27,000 elementary and secondary school students have participated in the Title I programs which have been offered by the Worchester Public Schools. Yet today as in 1965 the theme is the same; help the student to experience success. We feel that Title I has itself experienced more and more success each year in helping underachieving students. We have, to be sure, experienced some failures; yet, we have profited from our mistakes to the point where we are confident that we are providing an invaluable service to the 2,000 students currently being served by Title I programs.

Among the more successful Title I Programs in Worcester were the following:

1. A new and creative team-teaching approach to serving underachieving students at the junior and senior high schools. The program has had very positive results and has resulted in the development of other alternative programs. This program is now totally funded by the L.E.A.
2. A bilingual program for Spanish and Greek speaking students has been initiated. The program has gone a long way toward meeting the needs of students whose first language is other than English. The program is now L.E.A. funded.
3. A compensatory reading program for underachieving students has produced remarkable results. Students show an average twelve months gain on a standardized test for each nine months involvement in the program.
4. Cooperative relationships with the YMCA, Model Cities, Community Action Council, etc. have added new and very valuable dimensions to the programs.
5. In cooperation with the Worcester Career Opportunities Program, a Youth Tutoring Youth Program has been developed. This involves approximately 300 students as tutors or tutees.
6. A School—Community Liaison Program has been developed. This project provides a contact between school, home and relevant community agencies. The School—Community Liaison Worker works with students whose academic failures are due to family or emotional problems. Home visits are made, parents are oriented to school programs and may receive training in behavior modification techniques. In essence the program endeavors to improve student adjustment. school and family relations for those living in Target Areas.
7. A program for school-age mothers was initiated with a Title I grant. The program has had very positive results in having girls return to school following their pregnancy. It is now financed through a cooperative effort of community agencies and a Title IV–A grant.

8. Summer School Programs in Worcester were initially funded completely with Title I monies. At the present time Title I operates programs from pre-school through grade 3. Summer school grade 4 to grade 12 are paid for with local monies.

We feel that in seven years we have developed that sophistication and expertise needed to plan, implement and evaluate successful Title I Projects. Attached are resumes of evaluations which were done on two very successful Title I programs.

ABSTRACT—FINAL EVALUATION REPORT—WORCESTER TITLE I: ENGLISH MASTERY PROGRAM

Worcester Title I Operation English Mastery, 1971–72, offered Transisitional Bilingual and/or English as a Second Language instruction to 194 students. These were non-native English speakers whose level of English fluency was a learning handicap and who were considered educationally disadvantaged by Title I standards. The Bilingual program operated in the Adams Street Transitional School, the ESL program operated in the Adams Street School and in Belmont Hill, Elm Park, Woodland, and Woodland Annex. The program was served by eleven teachers, ten aids, a project director, an administrative assistant and a social worker. Students in the Bilingual program received all instruction at the Adams Street School; those in the ESL program were pulled out of their regular classrooms for one daily period of intensive instruction in English.

Goals of the program were 1) to increase English language proficiency to a level that would enable students to function effectively in regular public school classrooms and 2) to prevent students from falling further below grade level in subject-matter areas heavily dependent on English language, such as social studies and science.

Specific cognitive objectives of the program were to increase student proficiency in speaking and understanding spoken English, to increase student proficiency in reading English and Spanish (this only in the Bilingual program), and to increase student proficiency in mathematics. Specific affective objectives were the improvement of self image, the improvement of attitude toward education, and the improvement of student attendance.

Evaluation activities were designed to assess the accomplishment of these objectives and the overall functioning of the program.

Standardized tests were administered to assess cognitive achievement and attitude scales were administered to assess the degree of attainment of affective objectives. Students were tested at the beginning and end of the program.

Supplementary data were supplied by classroom observation, by responses to questionnaires, and by interviews with program personnel.

Analysis of standardized test scores showed remarkable gains in cognitive achievement of Operation English Mastery students. There were significant gains in English understanding and usage and in mathematics performance. Although there was relatively little change in attitudes, this was to be expected since pre-measures showed that students exhibited positive attitudes toward school and toward themselves at the beginning of the program.

Overall evaluation of Operation English Mastery indicated that it was successful in achieving most of its specific objectives but that the program would benefit from improvements in curriculum, use of aides, English fluency of bilingual teachers, supervision by the project director, definition of role of the social worker, in-service training, and individualizing instruction.

The staff worked with enthusiasm and effort to implement and continually refine the program. They should be commended for the academic achievement of the students and for the successful integration of program students with non-program students in selected school activities.

ABSTRACT—FINAL EVALUATION REPORT—WORCESTER TITLE Is OPERATION READING BASES

The ORB Program was designed to provide small group remedial reading instruction to educationally disadvantaged students in Grades 1–6 of Title I designated target area schools in Worcester. In addition to specific cognitive objectives, the program had, as affective objectives, the improvement of student attitude toward school and self, decrease in student absenteeism, and reduction of anti-social behavior.

ORB operated at 21 schools; 29 teachers staffed the program. One to three teachers were assigned to each school and each teacher served approximately thirty students, four to six at a time. Many of the program staff members were first year teachers—some certified in reading, some certified at the elementary level. A Program Coordinator was responsible for the operation of the program, distribution of materials, and organization of in-service training for staff.

City funded Reading Resource Teachers served in an advisory capacity, but did not provide direct instructional service to ORB students.

For program participation, students were identified as educationally disadvantaged by achievement tests, and by evaluations of classroom teachers and school principals. Each school principal identified 50 eligible students for each compensatory teacher assigned to his school. Ten of the fifty were designated as having the greatest need for help. From the remaining forty students, twenty were randomly selected by the evaluator, and the other twenty were used as a control group.

Students attended daily classes, 30 to 45 minutes in length, conducted by a compensatory reading teacher. Teachers provided a variety of instructional situations designed to build students' basic reading skills and to reinforce regular classroom instruction.

A fifteen-week in-service program was held during the Spring of 1972. Participation was voluntary; attendance was good. The program, organized by the reading department of the Worcester Public Schools, included sessions on the diagnosis of reading problems, phonics instruction, and available reading materials.

Evaluation of ORB included analysis of reading achievement, assessment of attitude change and behavior modification, and a survey of the overall operation of the program.

Analysis of reaching achievement (measured by standardized tests) was done by comparing scores at the beginning and end of the program, by comparing scores of selected students with control group students, and by comparing final grades with those for the previous year.

Attitude change and behavior modification were assessed by use of instruments sensitive to such change.

The survey of overall program operation was based on responses to questionnaires, on observation of program classes and on informal interviews and discussions.

In cognitive areas the participants made significant gains during the seven-month instructional period, and did so at a higher rate than control group students. There were significant gains on achievement tests for all grades, and significant improvement in final grades for students in Grades 1–5. The cognitive goals had been stressed throughout, and their attainment reflects that emphasis: the documented rates of growth were in fact unusually high.

The impact of the program on the affective domain was more limited. Although a reduction in absenteeism occurred, no substantive improvement in attitude toward school or attitude toward self as learner, or substantive reduction in anti-social behavior, was effected. The evaluators suggest that accomplishment of affective objectives depends on the introduction into the program of specific activities focusing on these goals.

Responses to questionnaires indicated widespread support of the program. Most teachers said that compensatory instruction had provided valuable support for regular classroom instruction. Most parents felt there was significant improvement in the children's learning skills; most of them knew the ORB teacher's name; and had been told of ORB activities by their children.

Those responsible for Worcester ORB are to be commended for the overall success of the program. It produced significant gains in cognitive achievement and won the support of the school personnel and parents. Factors contributing to the program's success were the enthusiasm and ability of the project staff, the implementation of an effective in-service program, the advisory role of the Reading Resource Teachers, and a reasonable degree of communication between those involved at all levels.

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

WEDNESDAY, MARCH 7, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Ford Lehman, Andrews, Quie and Forsythe.

Staff Members Present: John F. Jennings, majority counsel; Eydie Gaskins, special assistant; Toni Painter, secretary; and Charles M. Radcliffe, minority counsel for education.

Chairman Perkins. The committee will come to order.

A quorum is present.

Let me first state that our distinguished colleague, the Hon. James Abdnor, of South Dakota was to be our first witness this morning but another commitment has kept him from being with us.

If there is no objection, I ask that he be permitted to submit a written statement for inclusion in the record of hearings on this day.

The Chair hears none, and without objection it is so ordered.

[The statement referred to follows:]

Statement of Hon. James Abdnor, a Representative in Congress from the State of South Dakota

Mr. Chairman, I am pleased to have this opportunity to appear before the distinguished Members of this Subcommittee today to testify in behalf of continued impact aid funds as provided for in Public Law 874.

School districts in the State of South Dakota have been severely affected by the lack of impact aid funds in this school year. They had counted on receiving money at least at the 1972 spending level for 1973, and the lack of 3 (b) money for non-military connected students and reduced fundings at the 1973 Budget level has made it most difficult for federally impacted school districts in my State to continue operations for the rest of the school year.

I would like to take a moment of the Committee's time to trace the recent trends in impact aid on a national level, and point out the findings I have made which show that unless the House Education and Labor Committee restores impact aid to its proper place in the scheme of Federal education assistance, many schools across the Nation will be unable to finance the education of 3 (a) and 3 (b) pupils.

In Fiscal Year 1972 there were approximately 387,000 children nationwide who were counted for the purposes of 3 (a) impact aid assistance funds, and about 2,100,000 children counted for 3 (b) purposes. In Fiscal 1972 $592 million was apportioned among the various sections of Public Law 874, with the lion's share of the money going to section 3 (a) and 3 (b) pupils.

As the Committee knows, the 1973 Budget Request included appropriations language initiated by the Office of Education which was to have the effect of eliminating all non-military connected 3 (b) pupils from eligibility for impact aid funding. The House and Senate did not go alone with this proposed cutback in impact aid when they reported out and passed the Labor-HEW Appropriations bill, but the subsequent failure of both Houses to override the President's veto resulted in the funding of many Office of Education programs under a Continuating Appropriations Resolution which cuts off many 3 (b) children across the country. This is primarily the result of the Office of Education intrepreting the Continuing Appropriations Resolution to mean funding at the 1973 Budget request figure, instead of the lower appropriations bill assed, which was the House passed bill.

Using 1972 impact aid statistics, I estimate a total of approximately 2,435,000 3 (a) and 3 (b) children in the nation. However, in fiscal 1973 you see that the combined total drops to about 941,000. This loss is almost totally attributable to changes in the Office of Education appropriations language relating to 3 (b) category children. About 1.5 million children nationwide were not funded, resulting in a savings of about $177 million in Fiscal 1973 to the Office of Education.

Further, based on information I have been able to obtain from the School Assistance in Federally Affected Areas office within the Office of Education, the Office of Education is not even paying school districts 100% of their 3 (a) entitlement money based on the 1973 Budget figures of $415 million for all P.L. 874 categories. Because the Office of Education wants to make sure that P.L. 874 doesn't go over the $415 million for all categories, they are paying most school districts 50 percent of their 3 (a) entitlement on 1973 Budget figures by spacing out the payments over the school year.

As a result of these factors, the lack of 3 (b) funds plus only one half the 3(a) entitlement has many schools in South Dakota wondering where they are going to get the money to finish out the remaining three months of the school year. Further, there is no guarantee of exactly how much money eligible school districts will get in 3 (a) money at the end of the year.

Mr. Chairman, not only does this make it difficult to scrape through the rest of 1973, but it portends chaos for those schools in my state and across the nation that are now in the process of making up their school budget for the 1973–1974 school year.

The 1974 Budget shows only $41.5 million for impact aid under Section 6 for Public Law 874. Supposedly the rest of the impact aid is to be absorbed into Education Revenue Sharing, as indicated in the FY 1974 Budget Appendix on page 471. However, when you start tallying students you see that what really happens here is that the rest of the 3 (b's) have been effectively eliminated under this proposal. The line item for school assistance in Federally affected areas amounts to only $232 million, which the Office of Education has verbally estimated will only be enough to fund 3 (a) students. Therefore, Mr. Chairman, 3 (b's) have been effectively eliminated in the 1973 Budget request. How are schools supposed to plan for the next school year, and where are Federally impacted school districts like those in South Dakota to get the money to pay for these Federal children?

Looking at the State of South Dakota you see that it depends heavily on property taxes to fund its public schools. Most of the state is rural in character, sparsely populated, and highly impacted with vast amounts of Federal lands being taken off of potential tax rolls for several large Indian Reservations and military bases. To mention a few we have the Rosebud Sioux Indian Reservation, the Pine Ridge Reservation, the Cheyenne River Sioux, and the Standing Rock Reservation. Ellsworth Air Force base is the major military installation, taking land off the tax rolls in Pennington and Meade Counties for the base and auxilliary missile sites.

Through property taxes local governments in South Dakota provide 74.5 percent of the revenue for public elementary and secondary education. Out of a total revenue income of $152.5 million, $145.8 million is garnered from property taxes to fund public education at the elementary and secondary level. Therefore it is easy to see why Federal impact aid assistance is so vital to a State like South Dakota which has no income tax and has Constitutional restrictions on the amount of debt that school districts can obligate. These borrowing levels are tied to the tax mill base of the school district, which in most cases is low. The per capital income in South Dakota is $2,400, which is lower than the national per capita income level of $3,139 based on 1969 Census figures.

With these figures it is easy to see that every penny of the impact aid money at the 1972 spending levels is needed in my State. We do not have the situation where there are wealthy school districts receiving "bonus" impact aid funds to line their already feathered coffers. What we do have in South Dakota is low valuations per pupil for tax purposes, and a low tax mill base in sparsely populated rural areas which simply can't abosorb the recent loss of impact aid funds and still educate the Federal children attending public schools.

In South Dakota without a high level of Federal impact aid assistance we have no place to turn to raise money to educate these children. There is no doubt in my mind that the Federal government has an obligation to provide adequate Federal impact aid to school districts with a South Dakota profile of need and Federal impaction. This is the only reasonable solution for taking potential property tax land off the tax rolls as the Federal government does, short of scrapping impact aid and having the Federal government pay taxes on the land it controls.

I feel that strong levels of Federal impact aid is a reasonable solution to the education needs of Federal children. Moreover, I urge that this Committee move quickly to project a reasonable funding level for impact aid in fiscal 1974. I have one school district in my District that is having to close its doors early in April because of the policy of the Office of Education of not paying for 3 (b) students, and funding at the 1973 Budget level.

The Douglas School District at Ellsworth Air Force Base has over a 75 percent Federal impaction rate. In addition to a high turnover rate at Ellsworth, Douglas school officials are faced with the task of educating about 3,000 children of military personnel on that base on reduced funding levels that are nowhere near their 1973 school budget. They are chained to a debt limit ceiling of $453,623, which they dare not borrow because they have no idea of what Federal impact aid assistance will look like in 1974. The Base Commander, on the other hand, is powerless from making the school a military operation because South Dakota State law mandates that all children are to receive the benefit of a public school education.

With situations like this, Mr. Chairman, you can easily see how important impact aid is to States like South Dakota. There are 51 separate school districts in the State receiving less than $5,035,656 in Federal impact aid, which they were entitled to in the 1971-1972 school year. Many of the small town school principals now educating Indian students in their schools say they will not bus Indian pupils in for the Reservations if they don't get their 3 (b) non military money, and high levels of 3 (a) funding. In the state we have 3,904 3 (a) Indian pupils, and 264 3 (b) pupils. All of the small towns where these schools are located are in the same boat—they haven't the resources to raise the revenue to educate these children without strong levels of Federal assistance.

Mr. Chairman, if the Congress is going to revamp Public Law 874 funding to make certain it gets to needy areas like those in South Dakota, then it must do so with some warning so that the school budgeting officials can reasonably and responsibly plan for the future.

Chairman Perkins. Our first witness is Mrs. Helen Trump, president, Douglas Teacher Association, South Dakota.

[Prepared statement of Mrs. Trump follows:]

Statement of Mrs. Helen C. Trump, President, Douglas Education Association, Ellsworth Air Force Base, S. Dak.

Representative Perkins and the House Education and Labor Committee, I, as a representative of the Douglas Education Association which is located at Ellsworth Air Force Base, South Dakota, wish to speak to the dilemma of militarily heavily impacted school as listed in "Title I—*Extension of Programs*, Number 9 Sec. 109."

Under SDCL 13-28-13 the land area known as Ellsworth AFB was included in a large rural area (grass sod ranches and very small village of

Box Elder with a population of approximately 600) containing 150 square miles. The total assessed valuation is $4.5 million.

Even though tax for educational purposes is at the maximum of 26 and 42 mills, the local source raises only $170,000, which gives the district the capacity to operate for approximately 10 days in session. Adding the county source of $9,000 and including the state source of $473,500 which totals $482,500 will give approximately 30 additional days in session.

The district has been dependent upon the federal government for $2.3 million of its current $2.9 million budget. Of the 3,500 students projected for 1972–73 approximately 3,000 are in the district because of the federal activity associated with the Ellsworth AFB operations.

Projections of accurate federal impaction have been next to impossible to get, although the district uses a straight line projection to estimate student enrollment. It is further compounded by the fact that the district is paid for average daily attendance rather than average daily membership.

In the Spring of 1972 it was necessary for the district to determine its entitlement under the sections of Public Law 81–874 for the 1972–73 school year in order that a budget could be prepared in compliance with state law. The district anticipated an entitlement for 1972–73 of $2.3 million. It hires teachers and made commitment for materials and operational costs based on that figure. Some six months later it became apparent that some sections of entitlement would not be funded. As a result, we now, at this late date, know that of the $2.3 million anticipated, only $1,653,076.00 has been committed or paid. Therefore the district finds itself with anticipated receipts $750,00 less than the 1972–73 cost of operation. One of the most difficult problems of the district has always been having to anticipate income two years in advance of the time the U.S. Office of Education *finalizes payment.*

In order to curb spending, seven staff members lost through attrition were not replaced. In at least one case, it doubled the load for other staff (having one music teacher and one physical education teacher for 734 fourth, fifth and sixth year students).

The projected funds of $1,200,000 from federal sources for 1973–74 plus $600,000 from non-federal sources for 1973–74 enables the school district to finance the school term for approximately 100 days in session. Aside from the obvious disavantage to children, teachers' contracts would be only for a shorter period at the end of which 310 professional and classified staff members would be without work and approximately 3,500 students without education. Of the professional staff, 88 families depend entirely on Douglas employment for their income. Even if all the foregoing were done present state law requires a minimum of 175 days in session and schools that do not comply lose their funding from state sources. Present State Law does not allow the stopping of school mid year and without sufficient projected income the school can not open for 1973–74. Also presently no other agency has fiscal responsibility in the event Douglas Schools cannot open their doors next fall.

The following programs will be lost to the district if categorical grants are withdrawn:

Title I.—Developing reading techniques

Title II.—Library books

Title III.—N.D.E.A. Library

Title VI.—Psychologist who gives aid to the psychological problems of students in the district and other surrounding districts

Adult Basic Education.—Enables young adults to graduate from high school or develop an area of interest.

Veterans' Program (Title 38).—On-base program. Veterans pay for tuition and books.

The Douglas Education Association is speaking to Chairman Perkins' concerns pointing to school districts being forced to lay off teaching staffs and to cut back number of days in session because the district lacks basic operating expenses.

The Douglas Education Association thanks Congressman Perkins and the Committee on Education and Labor for their efforts to extend programs and for allowing the local association viewpoint and concerns to be presented to them.

STATEMENT OF MRS. HELEN TRUMP, PRESIDENT, DOUGLAS TEACHER ASSOCIATION, SOUTH DAKOTA

Mrs. TRUMP. Mr. Chairman, we want to compliment you and your committee for your bill that extends the Federal assistance programs for elementary and secondary education. We will be indeed interested to learn what the study of late funding will result in as far as the interests that are accumulated due to lateness in funding.

These points are of particular interest to us because out total assessed valuation is 4.5 million for 150 square miles of mostly grass land and small village of approximately 600 people.

In this 150 square mile area we have the air base which can't be assessed for tax purposes to support the educational programs. The patrons of the district are taxed at a maximum millage of 26 mills per agricultural land and 42 mills for nonagricultural lands for the general funds and special education purposes at our school district.

Yet the district can raise from this source only $170,000 which maintains the school for only about 10 days. If we add the two other non-Federal sources, you will find that we can educate approximately 3,500 students for an additional 30 days only.

It is well to note here that 3,000 of the 3,500 students that are in our district are there because of Federal activities at Ellsworth making it necessary that the district be dependent upon the government for $2.3 million of its $2.9 million budget.

Any accurate projections of enrollment have been very difficult because of the fluctuation of military enrollment and the fact that the Federal Government actually pays only for the number of days students are attending, in other words, average daily attendance rather than pays for the number of days a student is in average daily membership.

You will understand that these two figures can be quite different. Should a child miss 20 days of school during the year the district is minus a month payment for that child even though the school has to be maintained as far as teachers and staff as well as building and equipment are concerned.

We have varying demands for military employment on the base and as a result, we sometimes suffer from decrease of military enrollment.

As in the case of the school year 1971–72 the State average was estimated at $787.64 per child and the Douglas cost was $833.49.

One can apply on public law section 3(e) for funds under military decrease in enrollment but we haven't received any funds on that. Under the subsection for payment, section 2 of Public Law 874, it states when the United States purchases property within a school district and the Commissioner determines that such acquisition has placed a continuing substantial burden on the district, then the Government may pay the local school tax without regard to any improvement made in or on such property.

Now, the Government took over an area at Ellsworth Air Force Base known as Rental Heights. At the time they bought it it had 459 homes worth $3 million which came off the tax rolls. Therefore the Government owes millage on $3 million worth of homes each year plus the cost for each child coming from each one of those homes under section 2, section 3(c)(4) and section 3(c)(1) for these children. However, we still have not received funds.

The millage for the $3 million is figured to be $120,000 that the Government owes the district annually.

To demonstrate the reality of the difficulty in anticipating funding when it is required that this projection of funds be done for 2 years in advance, consider the teachers are hired in the spring of 1973 if indeed they were hired this year, and too a preliminary budget has to be complete by the first of May 1973 for the school year 1973–74.

The district budget has to be finalized by 14 September in 1973. However the State does not figure its funding until the end of the school year 1973–74 and usually does not send in its State figures to the U.S. Office of Education until the first of December and if everything goes smoothly you could figure about December 21 you would have authorization for final payment to the district of funds that they should be having which makes a 2-year delay.

This results in a necessity for loans which incur interest and this interest is not provided for by the Federal Government in their payment. We simply have to subtract it from our basic operational costs.

This year we may not be able to finish off the year and so we have declared a moratorium on some of our spending. In fact, we have attrition in the staff. In our building, we have 724 fourth-, fifth-, and sixth-year students that are taught by one PE teacher and one music teacher.

When the fall began we had two teachers in music and two teachers in physical education.

Now they have double classrooms from 50 to 56 people. To compound our problem we have State laws which say in effect, you cannot close school during the year and you may not write warrants in excess of your debt limitation. So we are kind of between a rock and a hard place.

On one hand you can't close the school and on the other hand you can't spend money you don't have and do it legally. Without a special law, which we are working on at the State level, our projected funding will not enable us to start next year.

In fact with the Federal and the nonfederal funds, we figure that 100 days in school is all we can apply for and if we can't under the State law apply for or have enough projected funding for a 175 day school term, we will lose our State apportion.

Another problem that we are having this year and we may well close if the district does not go to debt limitation this year all the way, before seniors have a chance to earn enough credits to graduate, if they don't have enough credits by the end of the third quarter this year, the diplomas will not be granted because they have to be earned, they can't be given.

Therefore, we urge the passage of your bill to extend Public Law 874 and urge that you approve necessary appropriations to fund the programs needed for a reasonable education for students.

Chairman **Perkins**. Let me thank you for an outstanding statement and also ask you a question.

What do you think would happen to your program if it was grouped in with other educational legislation that would all have to share in funds at the State level?

Do you feel that title I would suffer or do you feel that it would be a good thing and tell us the reason why.

Mrs. TRUMP. What we think is that we would lose what we particularly needed for severely impacted districts. What we need is a law that pertains especially to them because there are many, many districts in the United States that are actually under Public Law 874 at the present time.

In fact you only have to have 3 percent of the people in your district if they qualify under Public Law 874.

In the State of South Dakota, we have 51 schools which qualify under Public Law 874 but we are the only one that is heavily militarily impacted at approximately 87 percent.

Chairman PERKINS. Is it your opinion, from the standpoint of the great need for impacted funds, that you would suffer if this was grouped with other educational programs at the State level?

Mr. TRUMP. Yes, it is; because at the State level, you find they are more directly political than at the national level and it is a form of political patronage. Besides that you would have to put in some new bureaucratic organization in the DPI to handle the situation.

Chairman PERKINS. Would you say the same thing would apply to title I funds at the State level?

Mrs. TRUMP. Yes, sir.

Chairman PERKINS. And you feel that we should continue with the categorical programs for the reasons that you have stated?

Mrs. TRUMP. Yes; I do very definitely.

Chairman PERKINS. Mr. Ford.

Mr. FORD. No questions.

Chairman PERKINS. Mr. Lehman?

Mr. LEHMAN. No questions.

Chairman PERKINS. Let me thank you very much for your appearance this morning.

Mrs. TRUMP. Thank you, Mr. Perkins. I appreciate it.

Chairman PERKINS. I am going to call Mr. John F. Nagle, chief, National Federation of the Blind, Washington, D.C.

We are going to hear from you at this time, Mr. Nagle. I know that you have a most interesting statement. I want to preface my remarks to state that we have not done enough for the blind. We have tried to improve their lot all through the years but we hope to do more.

Go ahead.

STATEMENT OF JOHN F. NAGLE, CHIEF OF THE WASHINGTON OFFICE, NATIONAL FEDERATION OF THE BLIND, WASHINGTON, D.C.

Mr. NAGLE. Thank you.

Mr. Chairman and members of the committee, my name is John F. Nagle, chief of the Washington office of the National Federation of the Blind.

Mr. address is 1346 Connecticut Avenue NW., Washington, D.C. 20036.

Mr. Chairman, I am appearing here, today, to describe a problem experienced by many blind people throughout the country, and as a solution to this problem, to offer for your consideration and acceptance an amendment to the Elementary and Secondary Education Act.

And the problem is that of rank and ruthless discrimination. Blind persons, skilled in the ways and techniques of dealing successfully with the differences of blindness, skilled too, and well prepared too, in the craft of teaching, far too often such blind persons are denied employment as teachers in public schools and denied because they are blind and only because they are blind.

Mr. Chairman since the first inclusion of the handicapped within the scope of the Elementary and Secondary Education Act, millions of tax dollars have been spent to improve and equalize the educational opportunities of blind children and other severely visually impaired children.

And during the same period of years, more millions of tax dollars have been spent to provide blind and other seriously impaired people with orientation and training in a management of their disabilities, to provide them with professional and vocational education and training that they might be able to earn a livelihood in accordance with their developed talents and aptitudes.

Numbered among these people have been blind men and women with a desire and a determination to teach, who have acquired the requisite education and training to be teachers. And when all preparation was finished, they applied for employment as teachers.

They applied in large city school systems—and they were told the buildings would be too large for them to manage in, or they would not be able to handle the flights of stairs, or big city traffic would be impossible for them to deal with.

And big city school administrators would always kindly recommend the advantages of teaching in a small town.

Boards of education in small towns said to the blind teacher applicants that public transportation was poor or nonexistent and there would be problems getting from residence to school, sighted volunteer help could not readily be found in a rural area, school buildings would be difficult to travel in because of their size and flights of stairs would be hazardous.

And the officials of public schools in small towns and farming regions would always kindly recommend that the blind teacher applicant seek employment as a teacher in a big city school system.

Competent and capable in the skills of blindness, educated and prepared in the practices of teaching, the blind person applies to public school authorities for a teaching position and the invariable reaction is firmly negative, arbitrarily adverse, and yet, more than 40 blind men and women are today engaged as teachers at every scholastic level from kindergarten to university.

To cite a few figures:

There are at least 105 blind persons teaching in the State of California, 13 in Massachusetts, 58 in New York, and 12 in New Jersey.

But in spite of this established record of demonstrated and proven accomplishment, in spite of instance after instance of successful performance and oftentimes superior performance by blind persons as teachers, as teachers of blind children and teachers of sighted children; as teachers in elementary and secondary schools; as teachers in college and universities; as teachers of math, music, foreign languages, law, English, business, social studies, history, remedial reading, political science, chemistry, botany, physics; as teachers of 5-year-olds and of doctoral degree students.

Mr. Chairman, in spite of all this, in spite of almost limitless examples that may be given of successfully functioning blind persons in the teaching profession, still, far too often, the blind applicant for a teaching position is rejected and rejected because he is blind.

Far too often, Mr. Chairman, blind applicants for teaching positions are refused employment, not because they lack adequate education and training, not because they lack the required certificates and credentials, but they are refused because they are blind.

School boards and superintendents of schools seem unable to understand that a blind person can be a success as a teacher. But such teacher-hiring officials no longer need to make evaluations of blind applicants motivated by altruistic ignorance or cautious misinformation.

Accurate and informed data is available to them from school boards and school administrators who have employed blind teachers and renewed their contracts over and over again.

Mr. Chairman, no longer can a school board member cross-examine a blind-applicant teacher with questions to which he believes there are no acceptable answers.

By now, by 1973, enough blind men and women have been teaching long enough in a wide variety of subject areas, grades, and classroom situations so that tested and practical answers can be given.

How will the blind teacher handle discipline? How will he take class attendance, manage blackboard work, visual aids? How will the blind teacher correct class papers, handle fire drill, playground and cafeteria duty, club and other special group assignments?

Will not parents of sighted children object to have their children taught by a blind teacher?

Will not sighted children feel strange, uncomfortable, different if they are taught by a blind teacher? Can the blind teacher, will the blind teacher carry his share of the extracurricular load which must be borne and shared by all of the school faculty?

Answers to these and other questions related to the visual impairment of a teacher need no longer be answered by intuition, hunches, acts of faith, impulsive kindness, thoughtless unkindness. Authoritative sources for all such questions can be obtained, will be furnished by administrators of school districts which have employed blind teachers, by parents of children who have been taught by blind teachers, and by colleagues who have worked alongside of blind teachers.

Mr. Chairman, in order to assure to qualified blind persons a full and equal opportunity for employment in programs and activities conducted and financed under the Elementary and Secondary Education Act, I offer an amendment to this act for inclusion at appropriate place to achieve most effective results:

PROHIBITION AGAINST DISCRIMINATION AGAINST THE BLIND IN EMPLOYMENT.

No person in the United States shall, on the ground of blindness or severely impaired vision, be denied employment in any position, program or activity receiving Federal financial assistance under this act.

It should be apparent to all Mr. Chairman that the amendment I propose does not require that a blind applicant for a teaching position be hired simply because he is blind. It requires only that he be given a fair opportunity to demonstrate his ability to teach, to prove this capability to successfully meet and cope with the goals and challenges of teaching.

In short, Mr. Chairman, the amendment I am offering for your consideration and adoption would impose upon educational employing authorities the obligation of acting affirmatively toward the blind teacher applicant, not negatively; to judge him by performance and not prejudice; to evaluate him for talent and ability, not devalue him and disparage him because he is blind.

To conclude, Mr. Chairman, and members of the committee, we blind people, who are older and who have lived and functioned for years with blindness, once we believed that as we proved our capacities and capabilities by on-the-job demonstrations—by actually teaching sighted children in public schools; by actually selling insurance; practicing law; running a computer, a vending stand, a drill press; by actually living successfully without sight in a sight-structured society; by actually working successfully without sight in the regular livelihoods of the community, Mr. Chairman, we blind people who have lived and functioned with blindness for years, once we believed that the blind successors to the blind pioneers would find it easier to gain entry into normal society, that the obstacles confronting them would be fewer, the barriers lower or gone entirely.

Once we believed that the blind successors to the blind pioneers would find it less difficult to achieve full acceptance in interdependent living, that they would receive, along with all others and no different from all others, a fair chance and an equal opportunity to advance and achieve improved status and recognition and reward according to merit and established and demonstrated performance.

But Mr. Chairman, it has not been so! It has not been so at all, particularly in the matter of employment in education.

Each aspiring ambitious blind person knows from personal experience, each blind man who would enter an area of economic endeavor already successfully invaded by others who are also blind, seldom if ever gains an advantage when he points to proven-success blind predecessors.

But each blind man who dares and tries, finds it is just as though he were the first and he must over and over again prove his right to live normally, prove the capacities and capabilities of a blind person, prove his qualification for regular employment.

This Mr. Chairman is the situation confronting blind persons throughout our entire national economy today. It is the situation which confronts blind persons who would be teachers in the Nation's public schools.

So Mr. Chairman, since all else has failed, since the blind applicant for a public school teaching position encounters, today, with little improvement or abatement from the past, discrimination based upon blindness and denial of a fair opportunity to prove merit and qualifications as a teacher, we come to Congress and ask for enactment of a law to secure fair opportunity for us.

We need and seek passage of a law that will prohibit and outlaw blind-based discrimination in the field of teacher employment.

We urge you, therefore, to approve the amendment we propose to the Elementary and Secondary Education Act that would secure these goals to qualified blind persons.

I thank you, Mr. Chairman, and members of the committee.

Chairman PERKINS. Let me thank you, Mr. Nagle, for an outstanding statement. I want to assure you that the committee will give consideration to your proposed amendment. I personally feel that it is a good proposal.

Mr. Ford?

Mr. FORD. Mr. Chairman, I think I would agree with you and so would everyone on the committee.

I wonder if you might follow up your excellent statement today with some indications of specifics of school districts that have to your knowledge come up with the kind of excuses that you outline here? You have described in general terms the kinds of excuses school districts are giving for not hiring blind people as teachers.

I would like to know who they are and I would like to then ask those districts what kind of policies they have established because I suspect they are already in violation of the law.

Mr. NAGLE. I can tell you this, Mr. Ford, that so far as I know there is no school district that is exceptional to this.

I would say that every school district that I have encountered where blind people have applied for positions, they have had great difficulty. Although as I explained, there are 105 blind people teaching in California it was the experience of a blind man who went to 103 school districts before he was hired.

So that to give you specific instances, in every school district this is a problem. There is no outstanding one or no particular school districts where blind people have experienced this.

Mr. FORD. If they have a policy that identifies you as you come through the door without regard to your qualifications as being disqualified because you are blind——

Mr. NAGLE. That is right.

Mr. FORD. I suspect that already violates the spirit if not the letter of the Federal law and your amendment won't do much good unless we can get at the root of how they promulgate that kind of policy and practice.

So if you could supply to the committee some specifics, we will take the time to look at them.

Mr. NAGLE. Thank you.

Chairman PERKINS. Thank you again, Mr. Nagle.

[Information requested follows:]

NATIONAL FEDERATION OF THE BLIND.
Chatsworth, Calif., March 11, 1973.

Congressman CARL PERKINS, *Chairman*
Committee on Labor and Education,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: Dr. Kenneth Jernigan the President of the National Federation of the Blind requested that I write you regarding my examples with many school districts in California with respect to discrimination against me solely due to the fact that I happen to be blind.

I am a major in both English and Social Studies. Before receiving my second position as a high school teacher of sighted youngsters in a regular classroom situation, I faced a tremendous amount of discrimination on account of my blindness. Inspite of the fact that I had taught four years in a school district in Northern California, I had to search for another job for two long years. I sent out some 200 applications and engaged in about 80 interviews. I only received one offer.

I am the first totally blind teacher to work within the Los Angeles City School System. I received my job thanks to the untiring efforts of the National Federation of the Blind. I was hired in 1967 and for two years, I was forced to accept the status of a long-term substitute; I was paid but two thirds of my expected salary which should have been computed in accordance with my four year teaching experience. I was kept at this lowly status solely on account of my blindness. I now enjoy tenure with this district, but unlike my sighted colleagues, I had to serve 5 years before achieving it. Normally, the probationary period is but three years. My record has been an outstanding one. I am currently the Vice-Chairman of my faculty at Chatsworth High School. I was selected as one of the ten outstanding young men of America by the United States Jaycees. And yet, inspite of these accomplishments on my part, my blindness almost prevented me from gaining a teaching position with the Los Angeles City School System. I have long since learned the necessary alternatives which have helped me to cope with blindness, but how does one convince school district personnel that blindness can be reduced to a minor inconvenience provided that one receives the proper training and opportunity.

As the present of the largest organization of blind teachers in this nation, I have asked our membership to send you similar documentation concerning the discriminatory practices which they have encountered.

I shall enclose some literature which should readily convince you that blindness in a teacher need not be an insurmountable handicap.

Cordially

ROBERT ACOSTA, *President.*

P.S. I sincerely hope that the Congress will pass the proposed amendment to the Federal Education Statutes which would make it illegal for school districts on the elementary and secondary levels to refuse to hire blind teachers solely on account of our blindness.

SIOUX CITY, IOWA, *March 11, 1973.*

Re Discrimination against blind teachers.

Congressman CARL PERKINS,
Washington, D.C.

DEAR MR. PERKINS: Mr. Bob Accosta, president of the National Federation of the Blind Teachers' Division, has called my attention to a bill now under consideration prohibiting discrimination against blind persons in the teaching profession. I belive that it is imperative that an anti-discrimination bill be passed so that blind teachers will be able to compete for and hold jobs on the same basis as their sighted colleagues.

My personal experience with discrimination while in the process of looking for a job and after I was employed should explain why I am so interested in this bill. I graduated from the University of Minnesota in 1968 with a B.S. Degree in English Education and a minor in history. My overall average of B—and nine quarter hours of A grades in student teaching enabled me to obtain teaching certificates in Minnesota and Iowa. These certificates stated that I am qualified to teach all English and U.S. and World History in junior and senior high classroom situations.

Despite the fact that I am qualified to teach, counselors in college and the head of the Minnesota State Services for the Blind painted a dismal picture for me. They stated that it would be "a miracle" if I were to obtain a job. While completing my college studies, I wrote sixty letters of application in Minnesota and surrounding states in the Mid West. In several cases, I received replies stating that there was no vacancy only to see the same job advertised for several consecutive weeks after I had written my letter. This practice by employeers continued periodically after I returned to Iowa and applied for jobs there. During the summer of 1968, I wrote one hundred letters to schools in Iowa and was given only one token interview by the Des Moines School System whose personnel director stated that I would probably not be seriously considered since all vacancies had been filled. Conditions improved later in that summer, and Mr. John Taylor and I were both confident that I could obtain work by September; but my dealings with the Commission for the Blind had put me in contact with their orientation program, and I decided to postpone my teaching career for another year and take some training.

After writing a total of one hundred sixty letters, I was granted only one interview and promised two others. These promises came late in the season when superintendents are more careful before refusing to consider an applicant. I would estimate that in that one tenth of the letters I received in reply to mine stated that the vacancies were filled, though subsequent advertisement indicated that they were not. One of the most difficult tasks for a blind job applicant in any profession is to obtain a personal interview.

During the summer of 1969, I wrote one hundred fifty letters before I was able to obtain a job in Onawa, a small town located near Sioux City, Iowa. For two years, I taught ninth-grade English and U.S. History; but the road was not smooth.

The principal and superintendent both felt I had potential; and since they were happy with my work the first year, I was offered another contract which I signed. In the late spring, after I had signed my contract to teach for another year, I began to have discipline problems in my classroom. The superintendent informed me that I must submit a resignation immediately. I refused to do this and I called on Mr. Taylor from the Commission for assistance. He was skillful in his dealings with the superintendent, and I was put on a probationary period. Other blind people in other states are not as fortunate as I was. Those who do not have competent assistance must work without strong legislative provisions to back them. After a long delay, I was told that I would not be asked to resign.

I received no word that my work the following year was unsatisfactory until recommendations for contracts were to be presented to the school board in March. Two days before this procedure was to take place, I was informed that my work was unsatisfactory and that if I didn't submit a resignation, I would be fired. It was hinted that unpleasant publicity might accompany this action, so I submitted a resignation. Even if I were to emerge the victor in such a confrontation with the board, the tension and ill-will would, I knew, make work in a small town extremely unpleasant.

I wrote what the superintendent undoubtedly considered a gracious letter of resignation. I stated that my reasons for leaving the system were to further my education. Though my resignation had been forced, the superintendent actually had me speak in a meeting of Lions in another town. He praised my abilities as a teacher and stated that he was sorry to see me leave.

At the end of that disheartening year, I left; however, the superintendent told a rehabilitation counselor that it had been unnecessary to force my resignation and that he felt "like a dog" for what had happened. Who knows what difference anti-discrimination bill might have made? I might still have chosen not to fight; but I would have been assured of fair treatment regardless of my decision; and that is vital for any teacher.

I obtained a job after writing one hundred twenty-five more letters. This time, I was given two interviews before I gained employment as a result of a third. I taught full time for one semester as a substitute for an English and speech teacher who had military obligations. This last job experience was wonderful. The letter of recommendation and farewell I received left no doubt in my mind that I had performed well.

I am not currently employed because I am married; and I have two step children to care for. I feel that I could obtain a job if I were interested, however.

Although I am not teaching now, I am vitally interested in the welfare of those blind people who are in the profession actively. I feel that discrimination exists because of the general public's ignorance of the capabilities of blind people. I feel that legislation must do what it takes education a longer time to accomplish, I feel that provisions should be made to insure the fair treatment of the blind college student who wants the chance to complete the courses he will need for certification. I also feel that blind job applicants should be considered on the same basis as their sighted colleagues. I think that special emphasis should be placed on the importance of granting a blind applicant the right to have a meeting with those who hire teachers in that system. This right to have an interview is the most crutial for a blind applicant to procure. Finally, I feel that once a blind person has been hired, he should be informed of the quality of his work so that he knows what is acceptable and what is not. Often, I have heard of teachers like myself whose work was above average for most of the year, but suddenly detioriated in quality as the time approached for new contracts to be signed. If a blind teacher performs well, he should be rewarded, and if he does not, he should be eliminated from the classroom. The passage of an anti-discrimination bill would insure that those in the teaching profession could pursue their careers without the fear of unjust treatment. Freedom from fear would mean that a blind teacher would be free to concentrate exclusively on the quality of his work and the students he influences

Sincerely,

PAMELA PRIM.

EVANS, COLO., *March 15, 1973.*

Congressman CARL PERKINS
Chairman, Committee on Labor and Education,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: I am aware that amendments are being introduced to the federal education statutes, which, if passed, will prevent elementary and secondary school districts from refusing to consider persons for teacher employment solely because they are blind. I have been asked by Bob Acosta, President of the National Federation of the Blind Teachers Division, to tell you of some of my experiences in attempting to obtain teacher employment.

I must first tell you that my bachelor's degree is in elementary education with a concentrated course of study at the junior high level. My master's degree is in education of blind and visually handicapped children. I have repeatedly been told both by administrators and by others who have seen my placement credentials that they are excellent and that I am well qualified for the positions for which I have applied. I admit that I have limited myself somewhat in the jobs for which I have applied, because my husband had to be in a place where he could finish his education. Nevertheless, there have been jobs available for which I have applied, for which I seemed to have an excellent chance until the hiring personnel became aware that I was blind.

I can tell you of the Livingston, Montana, school system which even after having interviewed me on the second floor of a building and after having discussed blindness at length with me, still sent a letter to me stating that they could not consider me for employment, since the class was one of first graders and the classroom was on the second story of the building. It is interesting that, after all, I did have to walk upstairs in order to get to the interview and that for four years previously, my husband and I had never lived in a ground-floor apartment. The truth of the matter was simply that I was blind.

I can tell you of another school district in Billings, Montana, which was much less subtle in its refusal to consider me or any other blind person for employment. I was interviewed by this school district the year that I received my undergraduate degree and then again the following year. The first year the assistant superintendent of schools interviewed me and pretended no interest except to satisfy himself that he had performed his duty. The second year as I walked in the door to be interviewed, he said something like this: "I remember you from last year. You can come in and talk all day if you like, but, under no circumstances, will I hire you or any other blind person to teach my kids in my school district." I really wonder if he isn't harming those children that he guards so protectively much more than he harmed me by what he said.

I had contact with still another school district this fall. Lest anyone think that Montana is the only state with school districts which discriminate, I must hasten to say that this was in Torrance, California. In California where, more than 100 blind teachers are employed this year. The job that I applied for was to teach blind and visually handicapped children. The administrator was interested enough to phone me to encourage me to get both my application and credentials to him promptly. Yet, in a letter which was dated the day before the decision was made not to hire me and in a letter signed by the same man with whom I had spoken previously, I was told that the job was no longer available due to decreased enrollment of the school. As it happened, I was in touch with someone else who worked for the school district. I learned that the official decison was made the day after the letter informing me was dated, but also that they hired someone for that job with no degree in the field, someone who did not even know braille, the median by which many of the children that I would have taught must have been reading. Now again, I wonder. I wonder if it is fair to deprive children of receiving the best possible education from a teacher who not only knows the alternative techniques used by blind people but who also has experienced them, being blind herself. Were any of these three school districts thinking exclusively of the children to whom they profess to be dedicated? I am certainly not the only qualified teacher who could have filled these teaching positions, but indications are that I could have filled them as well or perhaps better than some of those who were actually hired.

I have described only three of the most obvious experiences that I have had with school districts. There need not be official policy or guidelines in order for schools to effectively prevent blind teachers from practicing their chosen profession, though some school districts have those as well. As a member of the Montana Association for the Blind, I was chairman of a committee which did a survey of all of the school districts in Montana to determine where such official regulations existed. We found that fewer than half the school districts have such rules. Yet, so far as I know, there is only one blind person now teaching full time in the public schools of that state.

The educators in this country, who because they are educators, should be the most broad-minded and forward-looking of all people do not all measure up. They talk of accountability; they, too, must be accountable for their actions. Children are being taught to shun handicapped people, to believe, because their elders do, that blind people, or for that matter, deaf people, crippled people, or people who stutter, etc., are not as valuable to society because there is a visible flaw in their physicial makeup. Facts will show that blind people produce effectively in many fields of endeavor, one of these being the field of education. That we are blind, means only that our eyes do not work as they should. We are just as sensitive to children's needs; and the only way to prove that to children, to parents, to administrators, and to society is to be given the chance to succeed or to fail with our sighted colleagues.

Finally, I want to thank you and your Committee for attempting to rectify the situation by passing legislation which would make it unlawful for school districts to continue to practice such archaic beliefs in the future. Your actions are sincerely appreciated.

Sincerely,

Mrs. Susan I. Ford.

Fort Lee, N.J., *March 15, 1973.*

Hon. Carl Perkins,
Chairman, Committee on Education and Labor,
House of Representatives,
Washington, D.C.

Dear Representative Perkins: As a blind teacher who has experienced much discrimination when seeking employment in various school districts, I urge you to support the anti-discrimination amendment to the elementary and secondary education statutes as put forth by the National Federation of the Blind.

In the Spring of 1971, because of budget cuts in the New Jersey school system in which I had been a music teacher, I was forced to look for a new position. I believed that because of the growing number of blind teachers throughout our country and because I had had eleven years of teaching experience as a blind teacher teaching sighted children in both New York and New

Jersey, I would not encounter the discrimination because of blindness with which I had met in the early stages of my teaching career. However, to my dismay, I discovered that discrimination and prejudicial attitudes about blindness are rampant among school superintendents. Most of the superintendents, principals, or personnel directors who interviewed me that Spring were not concerned enough with my ability to teach music. Rather, their major concerns centered around whether I was able to move about large buildings, transport myself from my home to their school each day, and whether or not I would be able to teach at two schools during a single day. The latter seemed to bother them the most although I explained that as a music teacher I had had to cover more than one school during a teaching day for most of my eleven years of employment. I also explained that it was my responsibility to arrange to transport myself from one school to another, not their's. However, they still felt that they would be responsible and therefore, I was not hired.

Unfortunately, in many instances, before a candidate for a particular teaching position is requested to appear for an interview, she must fill out an application. I say "unfortunately," because the question "Do you have any visual disability?" appears on most application forms. It has been my experience that those school districts whose application forms contained that question, I was not requested to come for an interview. Thus, the blind teacher is simply rejected, often without meeting his prospective employer, simply because he has admitted that he is blind.

Because of the discrimination which I have discussed, I was not able to obtain a teaching position in a public school district. Therefore, in the Fall of 1971 I began teaching music at an agency for the blind at a great reduction in salary. I feel that I am rather fortunate because there are other blind teachers who because of discrimination have no salary at all.

As I have stated above, although the number of blind teachers has grown in recent years, there are many more who could be successfully employed if school districts would give them the opportunity to prove that blindness need not be an insurmountable barrier to a good teacher. Therefore, I once again urge you to support the proposed antidiscrimination amendment.

Yours truly,

MYRNA SCHMIDT.

DEVILS LAKE, N. DAK., *March 14, 1973.*

CONGRESSMAN CARL PERKINS,
Chairman, Committee on Labor and Education,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: In response to your request to the National Federation of the Blind for specific cases of discrimination against blind persons in the teaching profession, I would like to share with you and your committee my experience in this regard. After graduating from an Iowa university in 1968, I taught fourth grade in a public elementary school in that state. It was a successful year; and a short time after school began my school administrators, fellow teachers, and the parents of my children were convinced that a totally blind person could competently perform the duties of a classroom teacher.

The following summer I was married and moved to Devils Lake, North Dakota. Since I wanted to continue teaching, I applied for a position in the local school system. At my interview with the school superintendent, I was told that, although my credentials and recommendations were good, it would not be possible for a blind person to handle a classroom in this system. Despite my attempts to discuss with him the general independence and competency of blind people and the specific techniques I used in teaching, I knew that the first round of my case had been lost. His decision not to hire me was made before I ever entered his office, because classroom teaching simply did not fit into his concept of what a blind person could do. As an individual I never could have persuaded this superintendent to give me a job. However, through the combined efforts of leaders in the National Federation of the Blind and officials in the Iowa school system where I taught, he and the school board eventually decided to let me try. Again, it was a successful experience, and in a short time everyone concerned was satisfied with my work. However, because of the prejudice and misconceptions about blindness on the part of the administration, a strong attempt was made to keep me out of their system.

For more than three decades the National Federation of the Blind has worked to improve employment opportunities for the blind of this nation. Many gains have been realized, but the road is still far from smooth, and the field of teaching is one of the remaining hurdles. Because of incidents like the one I have related, I urge you to consider the proposed amendment prohibiting otherwise qualified teachers from being discriminated against simply on the grounds of blindness. If this much needed legislation is enacted, hundreds of certified blind teachers will be able to contribute to the economy of the country as tax payers rather than live only as tax consumers.

Very truly yours,

JUDY (Mrs. Curtis) SAUNDERS.

MT. STERLING, ILL., *March 16, 1973.*

MR. CARL PERKINS,
Chairman of Labor and Education Committee,
House of Representatives,
Washington, D.C.

DEAR MR. PERKINS: I am a member of the National Federation of the Blind and, therefore, I am aware that the Capitol Federation has submitted an amendment to the Federal Education Statutes which is to receive a hearing before the Labor and Education Committee in the very near future. This amendment would prohibit discrimination by employers in the educational field toward blind people seeking employment as teachers.

Presently I am employed as counselor in a public high school of sighted students. However, from past experiences educational fields, I know that a majority of administrators and boards of education do eliminate blind applications from educational employment, solely on the assumption that a blind person could not possibly teach, supervise, and control or work with sighted students because of the blindness. This conclusion is not arrived at in a logical more reasonable manner, especially persons who are supposed to be educated or involved in the educational process.

Nevertheless, this is the problem which confronts the blind applicant for too many times.

Therefore, I urge you and the Labor and Education Committee as a whole to adopt and support the amendment sponsored by the Labor Federation of the Blind. This amendment is not intended as a guarantee for blind people but rather to assure the right of a blind person to apply and expect consideration as any qualified candidate might receive. The least emphasis should be placed on blindness when a blind applicant's qualifications are examined—for that particular handicap will not determine success as failure in the educational position.

What we are asking for then, is the opportunity to break the old discrimination patterns and be permitted to disprove and change the old images about blindness which have caused the prejudices and biases toward blindness. What we are asking for is diginity and respect which any one is entitled to when he is willing to earn a livelihood and lead a useful and worthwhile life.

Sincerely,

WILLIAM C. FULLER.

COSTA MESA, CALIF., *March 14, 1973.*

CONGRESSMAN CARL PERKINS,
Chairman, Committee on Labor and Education,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: I have been a blind teacher of sighted children for fifteen years. My education, credentials and position were all obtained as a blind person. My performance in this capacity has been very satisfactory, a fact that can be verified.

The purpose of this letter is to urge you to support legislation making it illegal to discriminate against blind teacher applicants. Let me assure you that such conditions do exist. What a blind person wants is an opportunity to indicate his ability to do a job well.

Sincerely,

DONALD E. ERICKSEN,
Fifth grade teacher.

ANAHEIM, CALIF., *March 13, 1973.*

CONGRESSMAN CARL PERKINS,
Chairman, Committee on Labor and Education,.
House of Representatives,
Washington, D.C.

DEAR SIR: I am aware that the National Federation of the Blind is putting forth a proposal to the 1973 Amendments to the Education Code in which any school district that discriminated against the hiring of a teacher on the basis of blindness would be subject to loss of federal financial assistance. I strongly urge the passage of this bill. I am a blind teacher teaching ninth grade sighted children Anthropology and World History.

Despite a successful college career including an outstanding student teaching evaluation, I spent two and one half years attempting to find a full time teaching assignment. While my sighted classmates were affected by the teacher surplus and were forced to take teaching assignments that they considered less desirable either in geographic location or class assignment, all of them did find teaching positions the first year. In my opinion, the reason that I was unable to find a teaching assignment for two and one half years was because of discriminatory behavior on the part of California school districts. I will attempt here to recreate some of the incidents that I experienced in the hope that this information will help the committee in arriving at a just decision.

Discrimination against the blind is complicated because it is often not recognized as discrimination. For example, I was informed by the Glendale School District that although my resume and application looked very good, I would be unsuited for the opening in their district because it was at a school that had stairs. This school district not only discriminated against me but they felt they were doing it for my own "benefit". When I attempted to deal with this illogical thinking in relating my lack of eyesight to my mobility, I pointed out to them that my meeting with them was taking place on the second floor, but they only persisted in repeating their original statement.

The San Marino Junior College District informed me that their students were not ready for a blind teacher but that in all other areas I was highly qualified.

The Los Angeles City School District informed me that if I were hired, a sighted teacher's aid would have to be in the classroom with me and my classes at all times and that this teacher's aid salary would come from the building principal's budget. Furthermore, although I passed the written and oral examinations administered by the district, after my name on the list of teacher candidates that went out to all schools the word "blind" would be placed to "warn" the principal.

In Pasadena the principal that interviewed me stated frankly that he did not know what the district's policy was toward hiring the blind and that he would check with the district regarding this matter. I never heard the district office's reaction to his inquiry.

In two and one half years of job hunting, I mailed out over six hundred resumes, filled out over three hundred applications, most of them inquiring as to physical "defect" or handicap. The most blatant case of application discrimination is the question that asks, "Do you have any physical defect that will interfere with your ability to teach?" As a blind teacher applicant, I invariably checked "No" since I do not consider blindness to be a factor in effective teaching. In my more than fifty job interviews, I encountered numerous cases of blatant discrimination. The cases cited here are meant to be illustrative of attitudes rather than an exhaustive list.

I received my Bachelor's Degree and Master's Degree and California Standard Secondary Teaching Credential for life with the assistance of the Department of Rehabilitation. If the Federal Government has the confidence in my ability as a blind man to be a teacher of sighted children to the extent that they help in the financing of my education, then it makes sense that the Federal Government should offer legal support by eliminating discriminatory practices by school districts.

During the two and one half years of my job hunting, I was a recipient of Aid to the Blind in California, a tax consumer rather than a tax payer. If there had been a strong anti-discriminatory provision, it is probable that I would have gained employment sooner and become a tax payer quicker.

For all of these reasons, I urge the passage of this anti-discriminatory provision.

Cordially,

R. DONALD BROWN.

DENVER, COLO.

HON. CARL PARKINS,
Chairman, Committee on Labor and Education,
House of Representatives,
Washington, D.C.

DEAR SIR: Mr. Robert Acosta, president of the Teachers Division of the National Federation of the Blind, has informed me of your proposed amendment to the education statutes which would prohibit discrimination against teachers due to blindness. I am very pleased to hear of this amendment and I hope to hear of its quick passage.

I am a certified teacher of speech, English or social studies. I am unable to receive fair consideration for employment with Denver Public Schools because of written guidelines which are used as criteria for judging good health. Blindness, according to the administrators of this school district, makes one unhealthy. It does not seem to matter to them that over 300 blind teachers are already successfully teaching throughout the country, at all grade levels and in all subject areas.

I do not expect this amendment to guarantee me employment, however, I do expect to be considered on an equal basis with my sighted peers. Upon obtaining employment I would accept equal responsibility along with my sighted peers. Upon obtaining employment I would accept equal responsibility along with my sighted colleagues.

These guidelines will not change without this legislation. Enclosed please find a copy of the guidelines referred to above. I hope it will help to impress upon you the need for such an amendment.

Sincerely,

MISS JUDY MILLER.

Enclosure.

DENVER PUBLIC SCHOOLS, DIVISION OF HEALTH SERVICES, JULY 1970, HEALTH REQUIREMENTS FOR EMPLOYMENT

The selection of employees is of great importance to a school system. To get the greatest benefit from school experiences, boys and girls need association with healthy school employees in a safe and healthful environment. All school personnel need sound physical and emotional health in order to make their maximum contribution to the school system.

All full-time, part-time, and temporary employees must be examined by a member of the staff of the Division of Health Services before beginning employment in the district. The special record form "Health Appraisal for All Applicants and Employees" shall be used. Additional medical information for organic diagnosis or psychiatric evaluation may be required before a candidate is approved or disapproved.

Veterans of military service, both men and women, must present their discharge papers. Males who were not in the armed services must submit rating information from their draft boards.

The following list of health deviations serves as a *guide* for the approval or rejection of applicants. Additional medical information may be required to allow careful evaluation of each new employee:

1. *Allergies*—of sufficient degree and duration to incapacitate one for usual duties, as moderate or severe dermatitis, or bronchial asthma.
2. *Blood Dyscrasias*—as the leukemias or persistent anemias.
3. *Blood Pressure Abnormalities*—as moderately severe or progressive hypertension. (As a guide to the use of consultative assistance in deciding significance of increased blood pressure, the Division of Health Services arbitrarily uses a systolic pressure of 160 or above and a diastolic of 100 or above in the selection of cases for additional medical evaluation.)
4. *Cardiac Conditions*—as organic damage to the heart which could be anticipated to interfere with usual activities during employment or to shorten the expected life span.
5. *Convulsive Episodes*—which if uncontrolled in nature could prevent one from performance of duties to safeguard pupils or to assure safety for oneself.
6. *Dental Conditions*—as neglected caries and mouth hygiene or communicable diseases of the oral mucosa.
7. *Emotional Illnesses or Instability*—as in drug or alcohol addiction and previous or current evidence of a significant deviation from average mental health. This is not to imply that those with previous psychiatric treatment

would be automatically rejected. Consideration will be given to the degree of rehabilitation and the potential for retaining emotional health.

8. *Gastro-intestinal Disorders*—as chronic ulcers, or colitis, or other abnormalities which would interfere with adequate performance during employment.

9. *Genito-urinary*—such as nephritis, hydronephrosis, active syphilis or gonorrhea, dysmenorrhea of a severity to necessitate repeated absences from work.

10. *Glandular Conditions*—such as moderate or severe diabetes: moderate or marked thyroid, pituitary, adrenal, or other glandular dysfunctions which because of their severity might cause long and continued absence from work or uncontrollability.

11. *Hearing Impairment*—with evidence of progression of the defect; or of loss of more than 40 decibles (ISO Standard) in the better ear in the three important speech frequencies of 500, 1000, and 2000; or with failure to obtain a hearing aid which could adequately improve the hearing loss.

12. *Herniae*—in such location and of such nature as to indicate increased risk of morbidity or mortality.

13. *Malignancy*—by history within the previous five years. Individual consideration will be given depending on clinical circumstances.

14. *Muscular Ailments*—as the dystrophies, or multiple sclerosis, wherein the progressive nature of the disease would curtail work efficiency and life span.

15. *Orthopedic Limitations*—as from arthritis, palsies, congenital defects, or other causes sufficient to interfere with performance of work.

16. *Pregnancy*—after the 24th week.

17. *Tuberculosis*—less than two years since active infection.

18. *Vision Impairments*—in which the maximum visual acuity is less than 20-40 in the better eye or there is evidence of progressive loss or a chronic disease that would threaten vision.

19. *Weight Deviations*—beyond the range of allowable variation, as established upon life insurance standards, and upon evidence of significant pathological accompaniments of the obesity or extreme underweight.

20. *Dishonorable, or other than Honorable, Military Discharge*—These discharges are disqualifying for employment.

In certain circumstances where in individuals with any other physical, mental, or emotional defects or conditions that would incapacitate the applicant for the best service to the school system may be precluded from medical approval for employment.

Approved: Howard L. Johnson, Superintendent.

DAVIS, CALIF., *March 15, 1973.*

HON. CARL PERKINS,
Chairman, Committee on Labor and Education,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: I write this strong recommendation of the amendment to the Federal Education Statutes, submitted by the National Federation of the Blind of which I am a long-time member, active in and devoted to the work of this organization on behalf of blind persons. The amendment would prohibit all public school districts from discriminating against blind teachers, duly qualified, solely on the basis of blindness.

I experienced a very traumatic situation during the onset of my own blindness, some twenty one years ago, in the City Schools of Los Angeles, California. The fact that I was a highly trained teacher, counselor, and administrator, with all the necessary credentials, plus an M.A. Honors, degree from the University of Aberdeen, Scotland, and a Ph.D. with Phi Beta Kappa key from the University of Southern California, did not seem to matter much in the decision as to whether I was to be allowed to resume my teaching, not to speak of the vice principalship of an eastside secondary school, which I had held successfully for approximately seven years. I hold also a diploma from the Sorbonne, Paris, France, and another from the Centro de estudios Historicos in Madrid, Spain, both of which enhanced the work I was doing in the schools. The only factor under consideration seemed to be my blindness. This, by the way, was due to acute glaucoma. I had, as would be expected a large number of significant interviews with superintendents, assistant superintendents, principals and others along the "staff and line; all to no avail. It was recommended to me that I should stay at home and serve tea to my many friends. But I had to make my living, for at that time I was a widow. I was instrumental in arranging an interview with a representative of the American Federation of Teachers, with the superintendents. I was beginning to realize, from the fact that I was making no progress, that the concept all of my interviewers had, regarding blindness, was a timeworn misconception and fallacy that blind persons were helpless, if not hopeless, and incapable of teaching at least. I was of course, by this time, a permanent teacher, according to the state laws of California.

At this point, I consulted my organization of blind persons, of which I was a member, the National Federation of the Blind, interviewing the late Dr. Jacobus tenBroek, of the University of California, at Berkeley. From him, I received direction.

I was then ready to take my case to the court. I informed the Superintendent of Schools of my decision by letter. I received no answer to my letter, but instead was asked to come to an interview in the office of one of the Assistant Superintendents. There I was informed that I could not resume my administrative work, but was offered a position in the blind department of the high school. This I accepted readily, for it was a job. I knew little or nothing about this work, so returned to the University and received another credential in the education of blind children. I continued teaching in this department until my retirement twelve years later.

My retirement took place in 1962, Since that time, to my knowledge only two blind teachers have been employed in the very large City School System. I think the misconceptions regarding blindness, and the fallacies, still color decisions in teacher employment. Throughout the State of California, we now have some one hundred and five blind teachers. The conservative elements are still in the large cities, where there is more chance of employment, but not for blind persons, in spite of qualifications, and abilities.

Congressman Perkins, from these few remarks, you will understand my real interest in having the amendment passed. At a meeting of the blind teachers of the State of California just yesterday, in San Diego, California, I was deeply moved by the earnestness, the knowledgeability, concern of these young teachers, one of whom was one of my own students. Some of us blind teachers, young and not so young went to Tijuana, Mexico, where we participated in initiating a program of education for blind children over the border. It was interesting to see how many older blind desired to join the class. Where education of blind persons is needed, these young blind TEACHERS ARE RIGHT ON THE JOB, HELPING.

Thank you for pushing hard on this amendment.

Yours respectfully,

ISABELLE L. D. GRANT.

NEW YORK, N.Y., *March 20, 1973.*

Congressman CARL PERKINS,
Chairman, Committee on Labor and Education,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: I am aware of the proposed Amendment on Anti-Discrimination to the Elementary and Secondary Education Act.

Mr. Robert Acosta, President of the National Federation of the Blind, Teachers Division, has informed me that you are asking for testimony of discrimination suffered by blind teachers.

My own case is classic in that I had to face overwhelming discrimination by school districts all over New York State. I wrote over 200 letters before I attained my first teaching position. In fact, some of the administrators who answered my letters of application were quite candid in their replies by stating that they would not, or could not, hire a blind teacher. I even tried to obtain a position with some schools for the blind and there too I met with the worst kind of discrimination.

Of course, there were some administrators who avoided the issue by saying "there was no available position at this time." And, some told me quite frankly, at interviews, that I certainly was more than qualified but that the Superintendent or the Board would not hire a blind man.

Also, in the letters in which I did not state that I was blind, I would receive a frantic call from the administrator (at that time, in 1963, there was a great demand for teachers) to come and see him as soon as possible. When I got there, and he found out that I was blind, his whole attitude would change from one of receptivity to total rejection.

However, after much heart-breaking frustration, a law was passed by the New York State affiliate of the National Federation of the Blind, which stated that persons who were blind could not be discriminated against.

Because of this wonderful breakthrough in New York State, I am proud to say that I am now a tenured teacher at McCombs Junior High School in the Bronx.

Sincerely yours,

A. Chavich.

Chairman Perkins. Our next witness is Mr. Glenn Tom Shonka, president, Bellevue Education Association, Nebraska.

Come around, Mr. Shonka.

STATEMENT OF GLENN TOM SHONKA, PRESIDENT, BELLEVUE EDUCATION ASSOCIATION, NEBRASKA

Mr. Shonka. Thank you.

Chairman Perkins. Without objection your statement will be inserted in the records.

Proceed in any manner you prefer.

[The prepared statement referred to follows:]

Statement of Glenn Shonka, President, Bellevue Education Association, Bellevue, Nebr.

Mr. Chairman and Members of the Committee, I am Glenn Shonka, President of the Bellevue Education Association of Bellevue, Nebraska, and a mathematics teacher at Logan Fontenelle Junior High School in Bellevue.

Accompanying me from Bellevue is William Hood, President-Elect of the Bellevue Education Association.

I wish to offer testimony on P. L. 874 on behalf of the Bellevue community and other highly federally impacted school communities.

Bellevue receives federal funds from three principal sources; Public Law 874, Public Law 815, and the Elementary and Secondary Education Act. Although the Elementary and Secondary Education Act revenue comprises 2% of our school district's total budget, it does offer some assistance to the district. The $168,000 we received for 1972-73 helped pay for programs which the local community would have had to pay for or do without. We are thankful for the dollars received from ESEA.

Although the Bellevue community has approximately 2,500 unhoused students due to insufficient funds of the capital construction law, P. L. 815, I intend to direct my remarks today to the dependency of highly impacted school districts on Public Law 874 for general operating revenue.

Offutt Air Force Base and the Strategic Air Command Headquarters are located in the Bellevue School District, and for that reason, create a high percentage of impaction. Seventy-five percent of Bellevue's 11,000 students are militarily connected. Almost 40% of our students are 3a students (students of parents living and working on federal property) and a little more than 35% of our students are 3b students (students of parents living in the community and working on federal property).

Because of this high impaction, Bellevue is entitled to receive 45% of its budget from P.L. 874 monies. Due to the school district's dependency upon P.L. 874 funds, any proration or cutoff can and will cripple the district's education program. In fact, a severe change in the funding quite possibly could eliminate the program entirely.

It could be said that the effect of proration on the highly impacted school districts in the United States of America also affects children on the international level.

Almost all of the 8,200 students in Bellevue who are federally connected are the sons or daughters of Air Force personnel attached to Offutt Air Force Base or to the Strategic Air Command. These students come from every state in the United States and they go to all corners of the world. The district's records show that about 30% of these federally connected students leave Bellevue every year for other schools at other Air Force Bases and are replaced by a comparable number of students from other Air Force Bases. In effect then, some 13,000 students each year are affected by the quality of the program that the Bellevue Public Schools has to offer.

This same situation prevails at every highly impacted school district. It does not take long to have a detrimental effect on a very large number of students. Certainly these students have the right to receive the same quality of education as any other American student and should not be handicapped because their parents are in the military service or because they live in a highly impacted community.

At the present time, and in fact, since 1967, the severely impacted schools are forced to set a budget for the coming year with nothing but an educated guess as to the amount of P.L. 874 funds to expect. In fact, 85% of our school's budget is set by contractual agreements with the staff two months before the federal fiscal year even begins.

In the forthcoming year it appears it will be even more difficult to estimate the dollars the district will receive from Public Law 874. Last year, we were concerned with priority funding for 3a and 3b military students in case of proration of P.L. 874 funds. This year it appears we will also have to contend with where the 3a money will go and if the 3b section of P.L. 874 will even be funded.

It is my belief that President Nixon's budget message indicated that he wanted the 3a money to go to the state and not the local school districts. The state will probably deduct the administrative costs from the funds received and what guarantee is there that the school districts entitled to the money will actually receive it? We have an even greater problem of gaining recognition of our problems at the state level than we do at the federal level of government. In Nebraska, as well as nationally, less than 1% of the school districts receiving P.L. 874 funds are severely impacted to the degree of dependency upon these funds for survival.

I believe the Administration's position on not funding the 3b section is based upon their belief that, although the 3b military student creates a financial hardship on the local school district, the state as a whole benefits from the presence of the federal installation. This simply is not so. There is a tremendous differences in the impact a 3b military and a 3b civilian student's parent has on the local community. The Battelle Memorial Institute of Columbus, Ohio directed itself to this issue in its December 1969 report to Office of Education, Department of Health, Education, and Welfare, titled, *School Assistance in Federally Affected Areas . . . A Study of Public Laws 81-815 and 81-874.*

The areas of differences include: where taxes are paid; where the families purchase consumer goods; and where the families received personal services.

Parents of 3b civilian students pay income taxes in the state in which they reside and pay local taxes on their cars in that state. Parents of 3b military students however, do not have to pay income taxes or auto taxes in the state in which they reside. By virtue of the Soldiers' and Sailors' Relief Act, the 3b military students' parents have the option of paying such taxes to the state where legal residence is maintained. Thus, many reside in one state and remain legal residents of another state.

Another benefit to the 3b military students' parents that the 3c civilian students' parents must receive from the local community is the purchase of personal goods and services from business and medical facilities on the base. This benefit has negative financial effects on the local community. On-base purchases are sales tax exempt and the business activities themselves are exempt from commercial taxes.

The local community is also deprived of additional revenue because of the free medical services available to the 3b military families. If not for the on-base facilities, these families would have to purchase these services in the local community just as the 3b civilians do.

Therefore, for these reasons, there is a significant difference in the impact upon the local between the 3b military families and the 3b civilian families.

The federal government recognizes its responsibilities to compensate local school districts for 3a students. There is absolutely no distinction between 3a families living on base and 3b military families living in the community except that the 3b families pay real property tax which is designed to pay one-half of the educational expense. Of the three types of impact families discussed, only the 3b civilian families make a major contribution to the local and state economy.

It is true that a state aid to education law directed towards equalization would solve many of our problems. Presently, Nebraska's State Aid to Education Law places its emphasis on priority funding of the non-equalization section. Our local State Senator, Frank Lewis, has introduced a bill this year calling for the repeal of the priority of funding section in the law. This year, as in the past years, the Bellevue school community is actually working at improving the state aid bill. We haven't been successful in the past and there is no indication that we will be successful this year.

In the meantime, who should accept the responsibility of financing the cost of educating the federal children? I believe it is the responsibility of the federal government. The federal government acknowledged this responsibility in 1950 when P.L. 874 was first enacted, and until a permanent solution can be found, it should continue to accept this responsibility. It is the federal government which has caused the impaction and passed the laws restricting state and local taxing powers.

The people living in the severely impacted district are the ones who suffer, while the philosophical battle continues. Our community could very easily be faced with a crisis similar to the one three years ago when sharp reductions were made in P.L. 874 funding months after the contractual staff was employed. The result was tragic.

The district ran out of money in the spring of 1970 and very nearly closed the schools until additional money to operate the schools was appropriated by the Congress. The effect the school closing had on the community is still apparent three years later. Angry and bewildered parents verbally attacked school personnel, civilian and military families took sides against one another, children became involved and teachers also reacted to the situation. This tense and anxious situation lasted for several weeks before the financial crisis was partially resolved by emergency measures in the Congress. But it is still not known how long it will be before the conscious and subconscious wounds in our community finally heal. Our community continues to be alarmed by the possibility that such a situation could repeat itself unless a permanent funding solution is found.

The financial crisis for the school year 1969-70 was over in a few weeks, but the major problem was and continues to be unresolved. The Bellevue School District was still faced during those weeks with planning the budget for the 1970-71 school year.

Not wanting to experience the same crisis the next spring, the school board was forced to plan a budget based upon established state and local revenues. Based upon these projections, the district announced that in the fall, the school would accept only civilian and 3b students, and that 60% of the teaching staff would not be rehired. Admission of 3a students and the rehiring of a full teaching staff would be dependent upon the P.L. 874 funding being determined by the opening day of school. The community was forced to endure under doubt until one week before the opening of school, when the appropriations bill was finally passed and signed.

It is anybody's guess how long it will be before this strain can be eradicated from the hearts and minds of the Bellevue people. Parents of 3a students spent that summer worrying about where their sons and daughters would go to school; children wondered why adults could not resolve the problem; building principals were forced to choose which teacher to keep and which teachers to release and to justify their decisions; and teachers,—well, first they worried over who would be released, and those released had the difficult task of deciding whether to apply elsewhere for jobs or have faith that a solution would be found in Bellevue. In some cases, husbands were released and wives contracted. In other cases, long-time residents of the community were released and forced to seek other jobs. Teaching was not easy that spring. The fall was not much better. The school community was split and the healing has been a slow process.

The Bellevue Board of Education recognized that the school community could not sustain the shock again and survive. In the spring of 1971, the board gave every professional staff member a conditional contract which, in effect, said that when the money ran out the schools would close. If, or when, this happened, staff members would be without jobs, but not without bills; and students would not be able to complete their courses for the year.

We certainly hope this kind of situation does not become a reality again this year or any other year.

Mr. Chairman, each year since then, the federal government has found a temporary solution to the severely impacted school district's financial problems. These districts appreciate that; however, the continuing state of anxiety over this financial problem continues to have a deteriorating effect on the communities. I urge you to find some means of providing economic security to these school districts. The 3a and 3b monies are necessities for these schools to function. The federal government must meet its obligation to the federally connected students whose parents come from all over the United States of American to serve their country in these communities.

Mr. SHONKA. Thank you, Mr. Chairman and distinguished members of the committee.

I will direct my remarks today to my prepared text and summarize what I have said in there. I would also like you to recognize Bill Hood, the president-elect of the Bellevue Education Association.

It will be his honor next year to appear before this committee or perhaps we won't have to appear because our problems will be solved.

I would like to speak on behalf of the Bellevue community and offer testimony on Public Law 874.

In our local community, we have the Offutt Air Force Base and Strategic Air Command. Because of the location of these military facilities, we are faced with an impact of military students that amounts to 75 percent of our total student population.

Of this 75 percent, 40 percent of these students are classified as 3A students which are military students that reside on base and whose parents work for the Government.

The other remaining 35 percent are students that reside in the community but whose parents, either the father or mother, is connected with the military, Government, or some Federal installation in the area.

I would like to direct my remarks today specifically to Public Law 874. We do receive Federal funds also from ESEA and from Public Law 815.

We receive perhaps 2 percent of our budget from the Elementary and Secondary Education Act which amounts to $168,000 of our revenue.

Although it is only 2 percent, it does allow us to have some programs that perhaps the community would either have to pick up themselves or would be forced to do without.

I will not go into detail on Public Law 815 except to mention we have right now 2,500 students in-house and our problem is not getting better. We have approximately $5 million in entitlements that we have not received yet.

One problem we have in this area is that these figures were based on construction costs in 1970 and at the rate the cost of construction has gone up, these figures in themselves perhaps are not as realistic as they once were.

The degree of impaction as I mentioned is 75 percent and we have approximately 10,700 students in the Bellevue public school system.

So we are talking about 8,200 students in a district connected with the military government. What this means is that 45 percent of our school budget should come from the Federal Government in the form of Public Law 874 revenue.

Naturally, with this high degree of impaction on our budget, any cutback in funds has a drastic effect on our community and if it is cut back severely enough, there is no way that our community is going to be able to provide this kind of service to our children in the community without those funds.

If the cutback is serious enough it could virtually wipe out our entire program. It could be said that Bellevue's problem is an international problem. Seventy-five percent of our students are connected with the military service. These students come to us from every State in the United States and from there they go to the Air Force bases with their fathers and mothers throughout the world.

What hurts Bellevue is actually hurting children from the entire country. We have approximately 30 percent turnover in these militarily connected students each year. This then affects about 13,000 students per year in the Bellevue public school district alone.

These students have the right to have the same quality of education that a community that is not faced with severe impaction also has. Our problem has been since 1967 that Public Law 874 has not been fully funded and if it has been fully funded, the full entitlement has come very late into the operational year itself.

For this reason we are faced with trying to offer an educational program that is of high quality, operating on revenue that we can expect for the most part just an educated guess.

Actually 2 months before the fiscal year even begins, 85 percent of our revenue for the forthcoming year is committed.

The problems we are still faced with this fiscal year 1973 is determining whether or not we are going to receive our funding for the 3A students and 3B military students as requested in the President's budget message asking for priority funding.

Our problem for the forthcoming year seems to be more complicated by the fact that I believe President Nixon's budget message stated they would like to see 3A money go to the State for distribution to the impacted school district and that 3B military section would not be funded at all.

We are a little bit worried about our 3A money going to the State.

We have had trouble in the past in dealing with the State gaining recognition of our problem. Essentially there is not any difference between our problem at the State level than there is at the Federal level. Less than 1 percent of the school districts nationally are severely impacted with Public Law 874 problems and the same problem exists in Nebraska.

Out of 297 school districts in Nebraska, there are only two of these that actually are dependent upon Public Law 874 funds for survival.

As far as the 3B military, I believe that the administration position has been that there isn't any substantial deficit to the State by having a Federal installation there.

Although a local school district——

Mr. FORD (presiding). Let me interrupt you.

I notice in your statement and your remarks you keep making a distinction between 3B military and 3B civilian.

Where did you find that distinction?

Is that something you do in your school district, something you do individually, or is it something you find in the law some place?

Mr. SHONKA. No, sir, this is based on distinction between 3B military and 3B civilian.

Mr. FORD. Who makes that distinction?

Mr. SHONKA. This comes from the Battelle Memorial Institute Report.

Mr. FORD. That is what I thought. I think I should warn you that we think that report was a lot of bunk. I think I should also warn you that it is most frequently used by people like the President who is trying to kill 874 and 815.

So when you start quoting the Battelle report, you better understand that somebody over here is going to jam it down your throat along with the repealer of 874.

Battelle is the only one who has ever made that distinction. He has been trying to peddle that nonsense around here for years.

Once you start down that road, you are going to be all by yourself. You are 2 out of 298 in Nebraska.

If you want to be 2 out of 10,000, you keep making that kind of distinction because the constituency you have for just 3 military kids is not big enough to get enough votes around here to pass this for 2 weeks.

Mr. SHONKA. That is our problem.

Mr. FORD. Why do you go with Battelle? Why recognize that artificial distinction? They don't even recognize that distinction in the Pentagon Building. There is nothing which says military or civilian on a desk. There is a job assignment and it may be filled by either military or civilian and you are making that distinction with regard to children.

Mr. SHONKA. If I did so, sir, I am referring to what I thought the administration was saying that there is a difference between——

Mr. FORD. That is what we think they are saying. But let's make them say it out front. Let's not say it for them. The Battelle report has been used repeatedly to demonstrate that 874 is obsolete legislation and that we must have a different way of examining the needs of a military child from a civilian child.

I have talked to enough impact aid groups around the country to know that every once in a while a little infection comes along with somebody who has the idea that, if they peel away and take care of their problem with the military kid they won't be dragged down by these other school districts that need them.

Mr. SHONKA. Sir, we are interested in solving the problem. I am not particularly interested in pointing out any particular method of resolving that. All I know is that we have a problem in Bellevue and we want to see it resolved. We have 5 percent of our students that are 3B civilian students and they have an impact on the community just as 3B military students do.

Although we still get revenue from the parents themselves because they live in the community, their employer as you know does not contribute that share of the revenue that a private employer would provide to the community and there lies our problem.

Pointing out a few things that have affected the local community in regard to the 3B military students, one of the factors we do have to recognize is that because of the Soldiers and Sailors Relief Act, 3B military families are not required to pay local taxes such as car taxes and they are not required to pay the State income tax.

There is a substantial number of dollars involved here that we do not receive in the State of Nebraska or do not receive locally because of these factors.

We have been actively pursuing this problem at the State level also but as I mentioned before, we are only 1 percent of the school districts in Nebraska that has this impaction problem and we have had as much trouble with our State aid program as we have had at the Federal level in that our State aid program is basically a good program.

If we could remove two priority funding sections in that, there is a priority funding section for the foundation section and for the incentive section.

These sections are funded before the equalization section which causes us all of our problems. Belleview's assessed valuation, of the 298 schools in Nebraska, is the worst.

I think this is a recognizable fact in Nebraska, but getting somebody to say, "Hey, why can't you do something for us," has been difficult.

Our own State senator, Senator Frank Lewis, currently has introduced two State bills that would ask that these priority funding sections be removed from the law and allow us to have an equalization in our State aid bill.

We have been working on this personally, I have been working on it just this year, but our school district and past president of the Education Association have been working on this for years without much success.

Although we are a little bit dejected by our futile efforts in this respect, we continue to try to improve this and hopefully we will get something done which presents our problem right now in that there seems to be a negative feeling about Public Law 874 nationally and we can't get the State aid that we need for it and this puts us in a state of limbo.

Quite frankly our school district is very concerned about what is going to happen to the school community itself until these problems can be permanently solved.

Essentially, because the Federal Government in 1950 recognized the impact on a community by Federal students, hopefully we would like to see the Federal Government continue to assume this responsibility until a good permanent solution can be found.

Three years age we actually closed our schools temporarily in the spring because we ran out of funds and I believe it was only because an amendment to the Rayburn bill, the bill that put the funds out for this building right here, that we were able to get enough money to finish out the school year.

The school board was not interested in facing that situation again the following year and so they decided they would only open school year in 1970 in the fall, knowing what State and local revenues they could generate.

For that reason they did not budget for the 3A military students. They budgeted only for 3B civilian students and for local citizens.

As a result of that, figuring what our estimated budget and receipts could be for the coming year, we cut the staff by 60 percent. Unless someone has experienced this kind of situation in a school community, it is very difficult to realize the impact it had on the community itself.

The parents were very angry by what the school district had done. Civilian parents and Federal parents took sides in the issue and we are trying to justify their position.

Teachers and children were also involved.

Principals were faced with trying to decide what teachers to keep and what teachers to release.

As a direct result of that the teachers that were released and would be hired in the fall was based strictly on the amount of money we could expect under 874 before the school opened, and had to decide whether to remain in the community hoping a solution could be found or to move on.

In the spring of 1970 our school board decided that they did not want our school community to suffer through this kind of an experience again and so as a result of that, they said we are going to operate our schools as long as we can.

All staff members were given an amendment to their contract that said essentially when the money runs out the schools will close and this is the problem we are forced to live with year to year and this year more than any year before we are very apprehensive about exactly what we can expect in the way of funds from the Federal Government.

For this reason, Mr. Chairman, and members of the committee, I would like to urge you to help us resolve the problems that we are faced with yearly and to find some means of providing us a permanent solution to our problems that exist in a severely impacted school district.

Mr. FORD. Mr. Forsythe?

Mr. FORSYTHE. Thank you, Mr. Chairman.

You are very right, I do want to explore the subject that you raised. I did not get here at the start of your statement, and I am sorry, but I appreciate the statement.

On the 3B civilian versus military, can you see any difference between the civilian employee working for the Federal Government and an employee of an industry that is working out of his own school district so that there is not that commercial base under that employer?

Mr. SHONKA. Sir, about the only way I could answer that question would be perhaps on the number of people that are living in the community itself and the fact that we have our problems with State aid.

I don't know how to resolve that problem. It has been asked of me before.

Mr. Forsythe. You have made the distinction in your statement and so far as the 3B military, where the parent is working on a military base and all of his support around him is largely coming from the base rather than from the local services, certainly there is a distinction.

I have come to believe that there is a distinction in this category. I wanted to reaffirm that from your statement, it seems to me that is what you are saying.

Mr. Shonka. Yes.

Mr. Forsythe. So far as 3B is concerned, I fully support that it has got to be fully funded obviously. These local school districts cannot handle this problem and certainly we ought to have the machinery that is going to get the money to you in a timely fashion.

Thank you for your statement and thank you, Mr. Chairman.

Mr. Ford. The budget proposes that category B be discontinued in effect because it does not propose any money and that on the basis of some computation, what we have known as category A funds be sent through special revenue sharing to the State capitol.

What does the State of Nebraska do for you with respect to the Federal impact funds that you now receive? What role does the State have as an intervener between you and the Federal Government in determining the amount of funds you get or how you spend them?

Mr. Shonka. The amount of funds we get from Federal Government under Public Law 874 the local contribution rate is determined by the State average of cost per pupil.

Mr. Ford. But effectively, the State of Nebraska does not at the present time have anything to say about how much money you would get from 874 or how you spend it.

Mr. Shonka. Yes, that is correct.

Mr. Ford. So I take it that is the basis of your assumption that there would be no great benefit in sending the money to the State capitol so that they could decide how much you were going to get and what you would have to do with it after you got it.

Mr. Shonka. Yes, sir.

Mr. Ford. Because with the power to dispense that money would also go the power to put restrictions on how it would be used, wouldn't it?

Mr. Shonka. Yes, sir; that is what we are worried about.

Mr. Ford. So the effect on a school district like yours would be to remove the freedom that you now have to make the complete choice as to the wisdom of the use of those funds at the local level, take it away from local control, and give it to State control, and I take it from your statement that you would not favor giving up local control to State control.

Mr. Shonka. No; the problem that I am the most concerned about and I think our district is the most concerned about is the fact that our entitlement for this year, full entitlement under Public Law 874 and including ESEA revenue we receive amounts to $3,800,000.

This money is essential to our school district and I am concerned about and our district is concerned if that $3,800,000 goes to the State and our State legislature has to give this money back to us, if we will get the $3,800,000.

I don't know how much State control we have over the way funds are spent now at the State level. I am not sure that the money we do get from State aid which amounts to $150 per student, if the State actually says you will spend it here and you will spend it there.

Mr. **Ford.** In 1966, when this committee held hearings, we found that there were 16 States that had one devise or another to take the impact money away from school districts.

The most frequently used device was to deduct dollar for dollar from State aid the amount of money you received in impact aid so that if your school district received $100,000 in Federal funds as a result of Public Law 874, they just deducted that from your State entitlement.

There were variations on that theme. So we amended the law in 1966. Even after we amended the law, they were ingenuous enough to get around our expressed intention because they said that we did not say it often enough.

So we amended again the next year and we used what looked like very sophomoric language, but we said in every conceivable way that it could be said: "Thou shall not steal these Federal dollars on their way to the local district."

And even with that language, they are still stealing in the State of Massachusetts. And the guy who put together the plan to do that just left the Office of Secretary of HEW and he had the good luck of being the guy who passed on the regality of his own handiwork after he was appointed down here.

He was the attorney general of Massachusetts when he put together that scheme. It is now being tried in the Federal courts, so the experience we have had with this committee is that, when given an opportunity to do so, the temptation has been irresistible at the State level to skim off these Federal dollars on their way to impacted school districts.

I don't think anybody who has spent very much time studying the history of the impact aid program has any doubt of what would be the pattern in some, if not a majority, of the States across the country.

So you don't have to feel that you are being too critical of the Nebraska legislature. I think it is only fair to assume that any legislature would be sorely tempted to do the same kind of thing with this money because there certainly should be someone in every legislature who has more wisdom about how to spend that money than we down here in Washington.

Frequently they find their way on to influential committees and it is their will that prevails.

I appreciate your support for continuation of these programs and do hope that you will regard the Battelle report for what it is and look at it much more critically than you have in the past and don't believe that baloney about the distinction between military and civilian.

Mr. **Shonka.** Yes.

Mr. **Ford.** What would happen in your case, for example, if in the State of Nebraska we discontinued the 874 funds as the budget proposes for category B children. Those are the children living off the base. Suppose as a result of that, the Nebraska legislature said we no longer will regard that child as a resident entitled to free public education.

What facilities would be available to take over the job that you are now doing?

Mr. Shonka. I don't know of any facilities that are available.

Mr. Ford. If we were to put the money in the Pentagon budget, throw section 6G out, buy the schools that you are now providing and put the teachers in there, what would it cost us to replace this?

Mr. Shonka. I don't know.

Mr. Ford. What kind of a capital investment would it take us to get schools started to replace what you are providing for those children?

Mr. Shonka. It is hard to imagine how many dollars.

Mr. Ford. You say 45 percent of your operating budget is for this kind of child. Is it a fair assumption that 45 percent of your capital investment is devoted to education of these children or something close to that.

Mr. Shonka. Yes.

Mr. Ford. What would you estimate your capital investment in your school system to be?

Mr. Shonka. Are you including buildings?

Mr. Ford. Yes, replacement value.

Mr. Shonka. I have no idea. Mr. Hood, do you know?

Mr. Hood. Seventy million anyway.

Mr. Ford. What I am trying to work through with you is something in my own mind because the option is available to any State to say to the Federal Government the day that we cut off these funds, "Fine, but if you send children in here as a result of an operation like SAC or anything else that you are doing, we are going to redraw the definition." You can imagine what would happen in Hawaii.

As a matter of fact there was a bill introduced in 1966 to do this when President Johnson tried to bite into 874 and 815 with his budget. Mr. Nixon is not the first President who has tried to do this. But just imagine, if you will, what we would have to do in increasing the defense budget to give the Department of Education enough money to replace just your particular installation.

If you have a $70 million plant, presumably something close to half of that would have to be spent to replace that part of it that would be necessary to educate these children.

We are giving you how much per year in impact funds?

Mr. Shonka. $3,600,000. That is what we are entitled to.

Mr. Ford. Considering the current rate of interest, it looks to me like we are renting that $70 million plant awful cheap for those SAC dependents.

Mr. Shonka. I would agree, sir.

Mr. Ford. Why don't you try working that out as a hypothetical and give me a note on what kind of a deal we are really getting for $3 million bucks a year.

Mr. Shonka. I would be more than happy to, sir.

Mr. Ford. I would like to send it down the street because I agree with the President that we ought to be saving taxpayers' dollars. I don't see how we save it by taking $3 million from your schools and giving $35 million to the Pentagon to do the job that you are doing.

Mr. Quie. Will the gentlemen yield?

Mr. Ford. Yes.

Mr. Quie. Why don't we take the SAC base away? Wouldn't that be preferable?

Mr. Ford. I think it probably would since the SAC base makes them target number one on the Russia computer.

Mr. Shonka. I really hedge to answer that because of the split that has developed in our community over this. Although we continually try to explain to the community the problems we are facing, military families become very defensive when we start talking about the benefits they receive on base that we cannot receive revenue for and they interpret this, not meaning this as a justification for receiving these funds, they see that as an attack on us or attempt to take away these privileges from them.

So I hesitate to answer that question for that reason.

Mr. Quie. What I can't understand is that whenever there is an announcement to close the bases, the local people come in and protest about that. I should think they would be happy. They would not have all of that burden on them.

Mr. Shonka. I wonder if it is the local community or if it is the economy in that part of the State.

The argument has been proposed that the payroll out of Strategic Air Command headquarters and off other Air Force base, the payroll is in excess of $100 million. That is a round figure. It might be higher than that.

They say this money has to be spent somewhere and it has to be spent in the community. My feeling is that the responsibilities coming from the fact that the Federal Government does not pay taxes and these tax exempt business facilities that are on base, the personal property on base that we cannot tax, I take a look at it and see that $100 million and wonder what the difference would be if that $100 million was being provided by private industry in our community.

We have I don't know how many people are employed on the base, but say there are 10,000 people employed on the base, if the same situation were to result, if there were an industry that required 10,000 people to be out there.

The significant difference is that the Federal installation does not provide their share of the taxes to the community that that local private enterprise would.

Mr. Quie. The pressure up here is for everybody to get a Federal establishment in their community so there must be some financial reason for it.

Mr. Shonka. All I can do, sir, is take a look at our local community and realize that although our cost per student is $100 below the State average and $200 below the national average, that our assessed valuation per pupil is the worst in the State.

However, our local mill levy is among the top five in the State for schools of our size.

We have the lowest of the top 16 schools in the State. We rank 10 or 14 in average teacher salary. I don't know what that is pointed out except we have a problem in hiring people and retaining them.

Mr. **Ford**. The only problem is you have the kind of base that even if you tax it, they won't let you into see what is in there to tax and they probably would not even admit it is there.

Mr. **Shonka**. That has been one proposal, by the way, that I have heard mentioned, that we should remove this status that it has, exclusive jurisdiction, and we say that if they would remove exclusive jurisdiction that that base has and allow us to tax the private property on there——

Mr. **Ford**. How many school districts receive 874 funds as a result of employees at Offutt field?

Mr. **Shonka**. The two districts that are severely impacted are Bellevue and Papillion, 12 miles west of us. The Omaha School District also has an impaction there, but their total funds is about 3 percent of their budget. So if they are 3B students, that would be one-half.

Mr. **Ford**. What school district has the base in it?

Mr. **Shonka**. Bellevue public schools and the Bellevue community itself has the base.

Mr. **Ford**. There is a proposal down here to solve Mr. Quie's problem about the Washington suburbs—in lieu of the present system, estimate the taxable value of Federal property and pay that to the school district where the Federal property is located.

That would be great for you but it would starve the other school districts to death, wouldn't it? They would get nothing. They would all go to your school district. You would become the richest one in the State under that proposal. You would become the richest school district under that proposal if we gave you a cash payment equivalent to what the taxes on Offutt field is. That is another device that has been proposed by some members here.

Mr. **Shonka**. We don't want more than our share. We just want our share. We would be happy with this.

Mr. **Ford**. It happens that the fellow who proposed this has Arlington cemetery and the Pentagon in his district. But the people in Maryland figure out what would happen to them with all of those children from their installations.

There are a lot of people who try to find ways to meet criticisms that are legitimately leveled against the 874 and 815 because of some peculiar situation, such as what appears to be an exorbitant amount of money going into the affluent suburbs of Washington as a result of this installation here.

We are always trying to search for that. Not everybody who has tried to find a way around it is trying to find a way to destroy the program.

Mr. Quie has been trying to correct that for a good many years. I don't think he has ever been accused of trying to destroy the program.

Mr. **Shonka**. Our feeling is that if Federal Government would tell us what they want in the way of facts and figures to prove this impaction and tell us the guidance and direction they want, we are more than willing to do everything we can to provide you with those facts and figures.

Mr. **Quie**. If the gentleman would yield.

Mr. FORD. Yes.

Mr. QUIE. We tried to correct this one time because in Montgomery and Fairfax County, I don't feel those of us who live out there and have a good size home and pay high property taxes should have our kids counted in impact aid. But in a situation like yours, there is a legitimate reason for the Federal Government to be paying impact aid.

Instead of correcting anything we added public housing to it. That is what it seems like we do every time we bring up the bill, we add more people to it instead of correcting some of the inequities that exist.

Even in my Congressional District there is impact aid paid to schools.

If a farmer should cut down his farming operation and have to drive 40 miles to work on some Federal establishment, that does not make his child suddenly an impact on that school district.

So that is the same situation, and I don't think we should be paying impact aid in that regard and the people in my district know I feel that way about it.

I would like to see us amend the legislation to meet a situation like yours. A military base creates that kind of impact. Military people buy in the PX and not in the town. They rent their homes. Of course it is true the person who owns the rental home pays taxes, but enlisted military especially don't pay the expenses of running local government the way civilians do.

I think if we could move in that direction and count category A and category B students, I think we would have a good working program and we could fund at 100 percent of the cost.

Mr. SHONKA. It pleases us very much to hear that our problem is recognized. It is very discouraging for us to have to work with this year after year and to try to tell the members of the community that this year it is going to be better, and it looks like something can be worked out.

Mr. FORD. I think you should be complimented for being here because the teachers are not being heard very loudly in support of Federal aid to education legislation except institutionally. There is no question that the National Education Association is a very effective group in working for the writing of and support of this kind of legislation, as is the Federation of Teachers institutionally, and through their very able professionals like the gentle lady sitting to your right who virtually haunts this committee, I might say, and we are pleased to have her always.

But we don't have enough input from local, even at the State level, teachers groups indicating that in fact they have an interest. And I suspect there are a lot of teachers who don't realize how important this legislation is to their own enlightened self-interest.

It is unenlightened at this point.

Mr. SHONKA. That is one of the difficulties we have been trying to deal with. Our school districts provided me with a list of the 50 severely impacted school districts nation-wide and I have been corresponding with them.

I sent them two letters telling them why don't you join us and help us with our fight to be recognized.

Mrs. Helen Trump and three other people have responded out of the 50. I cannot believe that the rest of these people are not aware of that problem.

Our involvement in it is because it is important to the community. It is important to the people who are employed by the staff. We can't ignore it. It is a fact of life that we have to live with every year.

Mr. FORD. Thank you very much for your testimony.

Mr. SHONKA. Thank you.

Mr. FORD. The next witness is Robert Strother, assistant superintendent, North Carolina.

STATEMENT OF ROBERT STROTHER, ASSISTANT TO SUPERINTENDENT, NORTH CAROLINA DEPARTMENT OF PUBLIC INSTRUCTION, ACCOMPANIED BY HAROLD WEBB, TITLE I ADMINISTRATOR; JOSEPH WEBB, NORTH CAROLINA DEPARTMENT OF PUBLIC INSTRUCTION; AND JOSEPH GOODPASTURE, NORTH CAROLINA DEPARTMENT OF PUBLIC INSTRUCTION

Mr. STROTHER. Congressman, we are substituting for Craig Phillips.

Mr. FORD. We are proud to have you here, Bob. It is nice to see you again. Your boss and your staff have been very good friends of this committee in its search for excellence in Federal legislation.

I would like to yield to the gentleman from North Carolina for some remarks at this point.

Mr. ANDREWS. Let me first thank you for the nice comments you have made about our excellent superintendent and staff in North Carolina and assure you that I would like to join them during this session of the Congress in attempting to attain the sort of excellence for which the committee is searching.

Bob, I won't encroach upon your time further. I am more anxious to listen than I am to talk. So I yield to you, and we look forward to what you have to say.

Mr. STROTHER. Thank you. I think you would like to know why I am here in lieu of Dr. Craig Phillips. Last night at 11 o'clock, the Governor called Dr. Phillips, who was in Hickory waiting to fly here this morning, and told him it would be best for him to appear before our State legislature. He is now meeting with a joint session of the appropriations committee to explain to them conceivably what could happen if we lose Federal funds.

We have with us Joe Webb, State department of public instruction, Joe Goodpasture, with the State department, and Harold Webb, who coordinates title I. These persons are with me to assist in answering questions that might be forthcoming.

My material is in the record. So I will not burden you at this time with this rather lengthy prepared statement. This material was prepared by the program directors in North Carolina; and each member of the committee, I believe, has a copy of this information.

[The prepared testimony follows:]

STATEMENT OF DR. A. CRAIG PHILLIPS, STATE SCHOOL SUPERINTENDENT, NORTH CAROLINA STATE DEPARTMENT OF PUBLIC INSTRUCTION

Mr. Chairman and Members of the General Education Subcommittee for the Education and Labor Committee, I appreciate your courtesy in allowing me to support H. R. 69 by presenting the case for the youth of North Carolina. The continued flow of federal funds to the local education agencies and the State Education Agency in North Carolina is vital to the instructional programs in our schools. During FY 1965 the North Carolina public schools received approximately $27 million from the National Defense Education Act, Vocational Education, School Food Services, Impact Aid, and other federal programs. With the passage of the Elementary and Secondary Education Act of 1965, the funds supporting elementary and secondary education continued to increase until in fiscal year 1972 the North Carolina State Education Agency and local education agencies received more than $140 million. The programs supported by federal funds range from instruction for the economically and educationally disadvantaged to financial support for instructional materials and equipment.

Public Law 89-10 which was enacted by the Congress in 1965 provided several programs and considerable monies for the benefit of elementary and secondary students in the schools of the United States. While the local education agencies have received funds to improve services for elementary and secondary students under several titles of the Elementary and Secondary Education Act, the state education agencies have received funds to strengthen their programs under Title V, Part A, Section 503 of the Elementary and Secondary Education Act. If general aid is provided for local education agencies and state education agencies, it is recommended that the funds be made available in a manner similar to the ways funds are allotted to state education agencies under Title V, Part A, Section 503 of the Elementary and Secondary Education Act, or in the manner funds are now allotted to local education agencies under P. L. 874 in federally impacted areas. It is our belief that funds allotted to local education agencies should come through the STATE EDUCATION AGENCY, which in turn would make possible viable leadership in program development.

Although some of my testimony will be in support of ESEA, Titles I, II, and III, the major part of the testimony will be directed toward support of Title V, ESEA. Mrs. Elizabeth Randolph from Charlotte-Mecklenburg County Schools testified in support of Title I, ESEA on Wednesday, February 7, 1973; Congressman Charlie Rose from the Seventh Congressional District in North Carolina testified on Tuesday, February 20, 1973, in support of Impact Aid; and Mr. Robert Youngblood, Director of Migrant Education in the North Carolina Education Agency testified in support of Migrant Education on Thursday, February 22, 1973. Since persons who are directly involved in Title I of the Elementary and Secondary Education Act, Impact Aid, and Migrant Education have given testimony in these areas, I shall give only brief statements about these programs with some supporting data which will appear as exhibits to this prepared statement. Information concerning Title I is also available in the brochure, "Title I, ESEA, Allocations (1965-1972) and Sample Projects by Congressional Districts," copies of which have already been made available to the General Education Subcommittee for the Education and Labor Committee.

TITLE I OF THE ELEMENTARY AND SECONDARY EDUCATION ACT

A. Scope of Program

The North Carolina public school system serves an enrollment of 1,158,549 pupils in grades 1-12. The Title I, ESEA program serves an unduplicated count of 172,791 children in grades 1-12, plus an enrollment of 16,500 five-year-olds in kindergarten programs. This is a total of 189,291 youngsters receiving Title I services.

Since the beginning of the Elementary and Secondary Education Act, North Carolina has ranked sixth in the nation as to the size of annual grants. (North Carolina falls behind California, New York, Texas, Illinois and Pennsylvania. This gives you a perspective on our poverty status as of the 1960 census.) In recent years our State staff has provided leadership to local education agencies for improved programs in the priority areas of early childhood education for five-year-olds and reading-language arts for educationally deprived youngsters in the elementary and middle grades.

Currently, in FY 1973 these priorities are reflected in Title I of the Elementary and Secondary Education Act enrollment figures: 16,500 kindergarten; 149,000 reading-language arts; 15,783 mathematics; and 4,328 in special activities for the handicapped.

State-wide Title I, Elementary and Secondary Education Act funds are used for the employment of 2,563 special teachers; 784 professional support personnel; 3,739 teacher aides; and 631 para-professional support personnel—a total of 7,717 persons at the local education agency level for instruction and supportive services.

B. Evidence of Need for Special Programs

The need for compensatory education programs in basic skills areas far exceeds the resources currently provided.

During the spring of 1972 for the first time, North Carolina conducted a State assessment program at the sixth-grade level. The assessment program also included a special Title I component designed to establish a benchmark for Title I. Final analysis of data is now in progress; however, preliminary results show that in the areas of comprehension, language, vocabulary and mathematics, North Carolina sixth-graders fall about one year behind the national norm. When North Carolina sixth-grade students are divided into a Title I participant group and non-Title I participant group, both groups still rank below the national norm. Further preliminary analysis indicates that the Title I sixth-graders as a group fall about one year behind the State norm. It is significant to note, however, that the Title I sixth-grade remedial group ranked significantly about the non-Title I remedial group in reading and mathematics.

Approximately one-half of the North Carolina sixth-graders ranked one or more years *below* grade level, while approximately one-third of the nation's sixth-graders ranked one or more years below grade level.

This pattern is reversed when one looks at the percent of students ranking *above* grade level. About one-third of North Carolina's sixth-graders fell *above* grade level, while one-half of the nation's sixth-graders fell into this category.

The implications are that we must find a better way to improve our basic program for all children while at the same time we must continue to offer special supplementary programs for those who are the most educationally disadvantaged. ***We are now reaching only an estimated 50% of those needing compensatory education because of limited resources.*** (See Exhibit A).

When the Title I special analysis is completed, the results will be used for State and regional planning to improve programs and to utilize fully resources for compensatory education.

C. Some Title I, ESEA Accomplishments

Reading—The North Carolina Title I, Elementary and Secondary Education Act FY 1972 evaluation report shows substantial gains in reading—ranging from 7–10 months gain for an eight-month period—for 88,133 children in thirty-four local educational agencies based on pre- and post tests when the same students were tested seven or eight months apart. These substantial gains were reported for elementary grades 1–3, middle grades 4–6, and junior high school 7–9. (See Exhibit B).

Kindergarten—The Title I kindergarten programs have significantly reduced the first-grade retention rate of the children served while at the same time increasing first-grade achievement levels. For example, in the Charlotte/Mecklenburg schools during the 1971–72 school year 820 Title I kindergarten children were enrolled in first grade. These children scored 1.7 on the Metropolitan Achievement Test given at the end of the year as compared with 1.3 by a control group of eligible children not served by the program. This accomplishment is repeated across the State in 78 school systems. This has been one of the major factors supporting the current North Carolina legislative proposal to provide kindergarten programs for all five-year-old children in the State.

Effect on Educational Practices State-wide—The Title I program has had impact on the regular school program by stimulating innovation and change in the use of State and local school funds:

Today many school systems have accepted and implemented the practice of employing special teachers and teacher aids from local funds in Title I and non-Title I schools. (Examples: Math and reading teachers in Wake County, Shelby City and Charlotte).

Title I inservice education for teachers or staff development models are now being replicated from State and local funds for all teachers in many districts.

Inter-agency cooperation for the delivery of health, dental, psychological, and social services to the disadvantaged has improved system-wide in many districts because of the awareness created by Title I programs. (Examples: Wayne County, Stanly County, and Guilford County).

Educational planning efforts have been enhanced in many districts and reinforced in others because of the continuous requirement in Title I for conducting needs assessment, designing specific programs to fit specific needs, and conducting evaluations with the use of objective measures. (Examples: Laurinburg-Scotland, Weldon City, and particularly most small districts).

Parent and community involvement has increased by 50% since the passage of Public Law 91-230 requiring parent councils. Over 3,000 parents now participate in council meetings. Parent volunteers in the regular school and Title I programs are now commonplace in some school communities. Despite the fact that we still have a long way to go in this regard, the accomplishments are significant. (Examples: Moore County, Charlotte, Alamance County, Beaufort County, Laurinburg-Scotland, and Halifax County).

D. Implications for Title I under H. R. 69

Change in Allocation formula to Local Education Agencies—To change the allocation formular to authorize $300 for each child counted would be a more equitable way to distribute the funds. This would mean that each state would first get the same amount per child from low income families thereby establishing a base as the census count dictates, rather than first applying the variable of 50 percentum of the average per pupil expenditure in the state, or if greater, in the United States, thereby perpetuating each year the uncertainty of a base level of funding.

In the meantime when the variable of the AFDC count fluctuates in the several states, each state would still be able to count more nearly on a base amount. *The Hold Safe Clause proposed to guarantee that no local educational agency allocation for Title I would be reduced below the FY 1972 level is the guarantee that will provide stability.*

According to a survey made by our State Title I, ESEA office in January, 1973, as related to recommendations for new legislation for Title I, ESEA, practically all of the districts were strongly in favor of knowing in advance the level of funding so they could improve their planning of Title I programs.

Their recommendations are best summed up in the statement from one LEA: "Funding for two year periods to be renewed one year in advance of expiration would alleviate fragmentary planning and would enable the local school system to hire the most highly qualified personnel."

It is my opinion that the $300 authorization would *stabilize* the Title I program in each state and thereby (1) provide continuity in programing, (2) promote quality staffing, (3) permit programs to be developed longitudinally, and (4) permit the State agencies to provide *stable*, long-range services to the local districts. The net results would be better and more effective programs for the disadvantaged learners at the local level.

Change in Low Income Factor

To change the low income factor from $2,000 to $4,000 would more nearly fit the changing relative poverty status of individual families in 1970 as opposed to 1960.

In North Carolina, and I suspect in the nation, we have come a long way in reducing poverty over the decade, but we still have a long way to go over the next decade.

The January 22, 1972, issue of the *Washington Monitor* published by the National School Public Relations Association states that every state except one "will face a drop in the number of eligible students under Title I, ESEA even if the family income level of $4,000 is used." Further, it states that "the biggest loser would be North Carolina with a 71% reduction."

If these facts are accurate, then the Hold Safe Clause to provide for the FY 1972 level of funding is even more important to states like North Carolina. On the one hand we have reduced poverty and have shown educational improvement. On the other hand we have a long way to go to make the educational progress we desire for our most disadvantaged children, and for all of those who are underachieving.

TITLE II OF THE ELEMENTARY AND SECONDARY EDUCATION ACT

Title II of the Elementary and Secondary Education Act has provided North Carolina schools with over $12 million for the purchase of school library resources, textbooks, and other published and printed materials for use by teachers and students. In North Carolina the funds have been allotted to schools in each Local Education Agency on a relative need basis with the exception of a small portion which was reserved for special purpose grants. Since Title II funds must supplement local and state funds, this program has provided for the acquisition of school library resources which are greatly needed through the state.

A. *Relative Need Allocations*

The relative need allocations have been made to North Carolina schools in accordance with the following procedure: In the Local Education Agency each school, including eligible private schools, completes a relative need index. Instrutional personnel are involved in establishing the relative need index which includes the schools' local effort of funding, the number and quality of existing school library resources, and the types of library resources available for student and teacher use. After submission of the relative need index, funds are then allotted to the schools according to the greatest need and the types of library resources that are most needed. A Local Education Agency cannot distribute Title II funds on an across-the-board per pupil basis. The schools with the greatest need receive the highest priority and the most funds.

B. *Special Purpose Grants*

In addition to the funds that are allotted to the schools according to relative need, three types of special purpose grants have been available providing incentives for Local Education Agencies to submit projects involving experimental and innovative programs in areas of national, state, and local concern.

1. *Demonstration School Libraries*

Thirty-seven exemplary school libraries have been selected to participate in the school library project. In order to qualify for such a grant, a school must first have an adequate facility with adequate equipment provided from other sources of funds. Through this program, a small portion of Title II funds have been allotted to specific schools for acquisition for a wide variety of library materials. The schools selected represent a cross section of the State by type. geograhpic location, and size. These demonstration school libraries have been visited by school and lay people from North Carolina, from other states, from several foreign countries, and from the Office of Education.

Persons who observed the demonstration school libraries were particularly interested in student and teacher use of individual study carrels, listening and viewing areas, and newer media. Many observers stated that they had acquired numerous ideas and suggestions which could be incorporated into their own programs.

2. *Projects for Experimental Use and Materials*

Under this program activities have been designed around the use of materials in a particular subject, materials for a particular type of instruction, and/or for a particular format. Fourteen Local Education Agencies have been selected to receive Title II funds under this program. Experimental and innovative projects have included the acquisition of newer media such as 8mm film loops, 8mm sound films, art prints, etc., in the areas of art, literature, humanities, Western culture, Asian culture, science, family life, reading, and independent study.

3. *Project Media*

Forty-five Local Education Agencies and two Regional Education Centers have received grants under Project Media for the acquisition of media which met specified criteria of personnel, facilities, and programs to support specific education needs. An attempt was made under Project Media to provide greater flexibility for Local Education Agencies in determining the types of activities which would make the greatest contribution to the total media program. Projects were submitted to strengthen services at the system level, school level, or in a specific academic area. Project Media grants include the acquisition of education media in Right-to-Read, environmental health, ecology, social studies, language arts, in-service education for teachers, individual instruction, independent study, and mini courses in language arts and career education.

C. Needs

Although Title II funds have done a great deal to strengthen instructional programs through the acquisition of school library resources, there remains a need to continue providing materials to support instructional programs. Some of the areas in which school library resources are most widely needed are listed below:

A wider range of media to implement a comprehensive school media collection is needed. Films, filmstrips, disc, tape and cassette recordings, transparencies, 8mm film loops, art prints, microfilm, periodicals, and newspapers are needed to expand all areas of instruction for group and individualized instruction.

Professional materials, especially those at the school level, are needed to implement new or expanded programs.

Resources to support the Right-to-Read Effort are still needed at all levels of instruction.

Support media to meet State and Federal emphases on career education, middle grade skills, drug abuse, ecology, early childhood education, culturally disadvantaged, and reading are needed.

TITLE III OF THE ELEMENTARY AND SECONDARY EDUCATION ACT

Title III of the Elementary and Secondary Education Act is the most effective force in North Carolina for constructive change in public education. The research and development capital ($23,964,687) provided through Title III since 1965 has made it possible for 90 local educational agencies to develop more effective educational practices in their systems. Many systems have developed more effective management and leadership procedures. Others have developed innovative educational practices for improving numerous instructional programs. We have also developed more effective procedures for acquiring or providing human support services such as health services, guidance and counseling services, and social services.

The effects of the development which occurred in 90 local systems were by no means confined to those original sites. We have seen the stimulating effect on educators in other local systems. Title III activities have created in North Carolina a very apparent climate for planned, constructive change. Many new ideas discussed in education today—concepts such as accountability, management by objectives, needs assessment, and evaluation—were developed and tried out in Title III projects long before they became a part of our popular vocabulary.

At this time, that climate for change is vibrantly alive. Educators are ready for change; parents, children, youth and other citizens are expecting change; governing bodies are even mandating change. It does not seem reasonable to expect a business as big and as complicated as education to maintain a functioning system *and* create change without providing research and development funds.

It is critically important and clearly in the national interest to keep the climate for educational change alive by continuing Title III of the Elementary and Secondary Education Act.

TITLE V OF THE ELEMENTARY AND SECONDARY EDUCATION ACT

In his book, Shaping Education Policy, Dr. James B. Conant emphasized, *"that the future welfare of our public schools will be promoted by the organization of excellent state departments of education."* The President's Commission on School Finance in its report, SCHOOLS, PEOPLE AND MONEY—The Need for Educational Reform, stated that, *"the power to reform education in America lies mainly with the States."* In agreeing completely with the above statements, we strongly believe also that the *attitude* with which a state education agency assumes its authority and responsibilities determines to a great extent, the success of programs jointly administered by local education agencies, state education agencies, and the U.S. Office of Education. Obviously, there must be cooperation among the various levels of government in administering federal programs, even though the state education agency is expected to give strong leadership to local education agencies. Our testimony in behalf of Title V, Part A, Section 503 of the Elementary and Secondary Education Act has been developed around this philosophy.

Title V, Part A of the Elementary and Secondary Education Act provides funds to the North Carolina State Education Agency to stimulate and assist in strengthening its leadership resources. While the regulations under which the program is operated have undergone minor changes since its inception, it has contributed immeasurably to improving the leadership capabilities of personnel in the North Carolina State Education Agency. Funds provided under Part A, Title V have allowed the State agency to begin reorganization to provide services complementary to those which can be provided under administrative funds for categorical programs, to shore-up weak areas, to begin new services which are needed because of changing demands in education, and to provide staff development for State agency personnel.

Since January, 1969, the State Education Agency has been reorganized, with much of the implementation being possible through Title V, Part A. One of the pressing needs determined by the State Education Agency staff was in the area of research and evaluation. The FY 1969 project included an activity to provide a small staff for research and evaluation. With the aid of this seed money, the State Education Agency was able to to secure State legislative funds to establish a position for an assistant superintendent to direct a component of "Research and Development." It is our contention, therefore, that Title V funds not only have provided new services but also have played a vital part in making possible increased and supplementary State funds for needed activities.

In recent years the need for improving management and leadership in education has definitely been felt. Title V has provided seed money for the improvement of management capabilities among personnel of the State Education Agency staff as well as among staff members in local education agencies. In the FY 1971 project the State Education Agency included an activity for determining the feasibility of utilizing action-oriented management development in a program to train personnel in the State Education Agency as well as those in local education agencies. Since that time the North Carolina State Education Agency has prepared requests for additional funds, not only from the State Legislature but also from other federal programs for improving the leadership capabilities of personnel who manage educational programs. The State Education Agency staff in North Carolina has participated in a program contracted by the U.S. Office of Education with the American Management Association to study management procedures used by industry, in an effort to determine if some of these procedures may be adapated to educational management.

The North Carolina State Education Agency is also participating in the National Program for Educational Leadership (NPEL), which provides funds for identifying leaders in business and industry who will study and serve internships prior to becoming educational leaders and/or managers. In spite of these efforts, the need for further improvement in management capabilities still exists. The State Education Agency has received funds from the U.S. Office of Education for the purpose of training planners who will give technical assistance to local education agency personnel as they plan their education and leadership programs.

Title V of the Elementary and Secondary Education Act has provided funds during the past four years to improve the services of the State Education Agency through better coordination of federal programs, to improve management capabilities, to provide summer intern programs for young persons who may upon graduation from a university go into education, to improve dissemination of education information to local education agencies, to establish and improve services in research and development, to improve personnel services, and to assist in establishing a management information system. In our effort to provide needed services under Title V, the North Carolina State Education Agency employed two persons in the agency to work with parents of economically deprived children. It has always been our policy to use funds from different sources to provide overall services. It was our understanding that personnel could not be provided under Title I of the Elementary and Secondary Education Act to work with parents of the disadvantaged through our Department of Community Colleges; therefore, Title V funds were directed to meet this need. It is our contention that the programs, activities, and projects established by North Carolina under Title V, Part A have allowed the agency to move toward effective reorganization, decentralization, and realistic innovation with federal funds. *(See Exhibit No. C)*

While all of the the activities listed in the above exhibit as well as others have been initiated and expanded with Title V monies, much of the money available to the State has been obligated for the assumption of activities set up since FY 1959 under Titles III and X of the National Defense Education Act. For example, in FY 1968 Congress did not appropriate funds for supervisory and related services under Title III of the National Defense Education Act. Since the State Education Agency at that time had eighteen persons employed to provide supervisory services in the areas of science, mathematics, modern foreign languages, English-reading, social studies, audiovisual and library services, the U.S. Office of Education recommended that these personnel could be supported through the Elementary and Secondary Education Act, Title V. As a result, the State Education Agency is using Title V funds to support statistical services formerly under the National Defense Education Act—Title X. Although the State Education Agency retained the State matching funds used to support these activities, more than $200 thousand of the State's allotment is being used at the recommendation of the U.S. Office of Education to support services which have been available from the State Education Agency to local education agencies since 1959.

For the past several years, each state education agency in the Nation has received $96 thousand for planning and evaluation under Section 402, Title IV of the General Education Provisions (P. L. 90-247 enacted in 1968. After this year these funds will no longer be available to state education agencies. In order to continue this important effort, these activities should be picked up under Part C, Title V for strengthening state education agencies. Part C, Title V would also provide grants to local education agencies for the purpose of developing comprehensive educational planning and evaluation. The Part C, Title V program is urgently need to fund planning and evaluation programs in the state education agencies and the local education agencies.

The administration's federal domestic budget request recommended termination of Title V of the Elementary and Secondary Education Act in FY 1974. It is our belief that Title V should not only be continued but that it should be funded at a higher level to include funds for assessment, planning, evaluation and delivery of needed services to the local education agencies.

STUDY OF LATE FUNDING OF ELEMENTARY AND SECONDARY EDUCATION PROGRAMS

Our staff was quite interested in Title III of H. R. 69 which directs the Commissioner of Education to make a study of the extent to which late funding of federal programs handicaps planning and assessment of program objectives in elementary and secondary education programs. It is our philosophy that education programs should be funded some time during January or February prior to the year in which the programs will operate. The public is demanding accountability for funds which are expended to improve elementary and secondary education. It is impossible to evaluate a program unless one has adequate time to plan the program and the instrument which will be used to measure the achievement of the students involved in the educational activity. In order to be accountable for funds expended in elementary and secondary education, it is imperative that the local education agencies and state education agencies have early funding of the education program.

It is further our philosophy that any large new programs which are authorized by the federal government for state education agencies and local education agencies should receive partial funding for approximately one year, thereby giving time to plan programs and methods of implementing and evaluating activities in the area of elementary and secondary education. For example, many of the exceptions taken during audits of Title I activities involve programs developed in the implementation of programs for the disadvantaged during the middle of FY 1966. If limited planning funds had been made available during the first year, it is our belief that the local education agencies and state education agency staffs could have tooled-up for the full appropriation in FY 1967.

SUMMARY

In conclusion we believe that the Elementary and Secondary Education Act programs should be continued as categorical support. We see no justification for redirecting programs which are fulfilling their stated purposes.

The Administration's budget request proposed reduction and support for Title I of the Elementary and Secondary Education Act, termination of support for library materials under Title II of the Elementary and Secondary Education Act, termination of support for improving state education agencies under Title V, Part A of the Elementary and Secondary Education Act, and termination of support for planning and evaluation activities under Section 402 of the General Education Provisions Act and Title V, Part C of the Elementary and Secondary Education Act. The schools of the nation have continued to improve during the past decade. We owe it to the young people of our nation to provide better educational programs through additional support from Federal funds.

It is earnestly hoped that your Committee will recommend authorizing legislation to continue the Elementary and Secondary Act Programs.

Let me thank you again for allowing me to share with you our opinions concerning the programs included in H. R. 69.

Exhibit A

NORTH CAROLINA NEEDS ASSESSMENT—INSTRUCTIONAL IMPLICATIONS

DIVISION OF COMPENSATORY EDUCATION

N.C. sixth graders are below national norm on each basic skill assessed.

N.C. sixth graders performed best in math and most poorly in vocabulary.

N.C. means are 7–9 points lower than the national means.

N.C. Title I participant means are 14 to 18 points lower than the national means.

N.C. has far too many students who are one or more years below grade level (about 50 percent as compared to 30 percent nationally).

N.C. has far too few students who are above grade level (about 30 percent as compared to 50 nationally).

N.C. must devise strategies for substantially reducing the numbers of students who are below grade level and for substantially increasing the numbers who are at or above grade level.

N.C. must provide an improved basic instructional program for each student as well as provide an improved Compensatory Program for those who are most educationally deprived.

N.C. sixth grade teachers seem to have underestimated the need for remediation. They reported 39 percent of the students have remedial need. Assessment results indicate up to 50 percent have remedial need.

N.C. assessment report indicates that 27 percent of the sixth graders are receiving remedial attention from Title I and non-Title I resources.

N.C. needs to find a way to provide remedial attention to an additional 12 to 23 percent of the sixth graders.

N.C. needs to encourage instructional leaders in each basic skills area to develop both compensatory and basic objectives and to devise strategies to accomplish those objectives.

Exhibit B

EXCERPTS FROM NORTH CAROLINA FY 1972 TITLE I, ESEA EVALUATION REPORT

INTRODUCTION

The FY–72 evaluation reports from the LEAs, based on mean score data from pre and post tests administered 7 or 8 months apart in FY–72 showed substantial gains, when the same students were tested.

GRADES 1–3

Title I participants in the following units gained from 7 to 10 months in reading in grades 1 through 3: Alamance, Anson, Brunswick, Burke, Carbarrus, Caldwell, Carteret, Cherokee, Cleveland, Cumberland, Lenoir, Martin, McDowell, Pamlico, Randolph, St. Pauls, Madison-Mayodan, Rowan, Clinton, Union. (A total of 20 units)

Title I participants in the following units gained more than 1 year in reading in grades 1 through 3: Kannapolis, Dare, Davidson, Pender, Wake. (A total of 5 units)

GRADES 4–6

Title I participants in the following units gained from 7 to 10 months in reading in grades 4–6: Cherokee, Cumberland, Edgecombe, Graham, Halifax, Johnston, Lenoir County, Moore, Pamlico, Randolph, Red Springs, Rowan, Sampson, Clinton, Union. (15 units)

Title I participants in the following units gained more than 1 year in reading in grades 4 through 6: Alamance, Anson, Craven, Dare, Pender and Wake. (6 units)

GRADES 7–9

Title I participants in these units gained from 7 to 10 months in reading in grades 7–9: Carteret, Cumberland, Edgecombe, Johnston, Moore, Northampton, Pamlico, Randolph, and Wake. (9 units)

Title I participants in these units gained above one year (10 months) in reading in grades 7–9: Alamance, Anson, Craven, Lenoir County, Pender, Red Springs, Rowan. (7 units)

See the following table.

UNITS WITH SUBSTANTIAL GAINS IN READING, FISCAL YEAR 1972—GRADES 1 TO 9

	Grades 1 to 3		4 to 6		7 to 9	
	7 to 10 months	11 up	7 to 10 months	11 up	7 to 10 months	11 up
Alamance	X			X		X
Anson	X			X		X
Brunswick	X					
Burke	X					
Cabarrus	X					
Kannapolis		X				
Caldwell	X					
Carteret	X				X	
Cherokee	X		X			
Cleveland	X					
Craven				X		X
Cumberland	X		X		X	
Dare		X		X		
Davidson		X				
Edgecombe			X			X
Graham			X			
Halifax			X			
Johnston			X		X	
Lenoir County	X		X			X
Martin	X					
McDowell	X					
Moore			X		X	
Northampton						X
Pamlico	X		X		X	
Pender		X		X		X
Randolph	X		X		X	
Red Springs			X			X
St. Pauls	X					
Madison-Mayodan	X					
Rowan	X		X			X
Sampson			X			
Clinton	X		X		X	
Union	X		X			
Wake		X		X	X	

Exhibit C

ACTIVITIES SUPPORTED BY TITLE V, PART A, ESEA IN THE NORTH CAROLINA STATE EDUCATION AGENCY

To Improve Management Capabilities of the Staff Members of the State Education Agency.

To Provide for the Expansion and Strengthening of Services to Non-Public Schools.

To Provide More Effective Coordination of Federal Programs at the State Education Agency and Local Education Agency Levels.

To Improve Dissemination of Educational Information to Local Education Agencies and to the Public.

To Improve Staff Development Activities in North Carolina.

To Use Student Interns in the State Education Agency.

To Provide ERIC Services.

To Provide Research, Development and Planning.

To Provide additional State level services to Local Education Agencies and supportative services for the State Education Agency in the area of materials production and equipment evaluation.

To Provide Learning Materials Examination Program, Center for Learning Resources and Educational Media Mobile.

To Provide State Level Supervision for Academic Subject Areas—Natural Sciences, Mathematics, Social Sciences, Modern Foreign Languages, English & Reading, Industrial Arts, and Arts and Humanities.

To Provide a Task Force for Student Involvement.

To Increase the Competencies of the Members of the Staff of the State Education Agency and to Increase the Services of the State Education Agency to Local Education Agencies.

To Provide for More Effective Collection and Dissemination of Data Through Expanded Statistical Services (Part A).

To Provide for More Effective Collection and Dissemination of Data Through Expanded Statistical Services (Part B).

To Improve Necessary Accounting Services and Continue to Provide Increased and More Effective Collection and Dissemination of Fiscal and Planning Levels of Information.

To Provide additional Professional Personnel Services for the State Education Agency in the Areas of Recruitment, Interviewing, Evaluation, Placement, and New Employee Orientation.

To Improve the Services of the State Education Agency in Supervising the Education of Parents of Economically Disadvantaged and Educationally Deprived Youth.

To Improve coordination of the Divisions of Federal-State Relations, Human Relations, and Pupil Personnel Services, as well as Student Affairs and Athletics.

To Accomplish Miniaturization of State Personnel Records for All N.C. Certificated Personnel.

To Improve Understanding Among the State Education Agency, Groups of Teachers, Administrators and the Lay Public in the Field of Public Affairs.

Mr. STROTHER. We would like to talk a minute about some of the problems we might have. First of all, we looked at the Congressional priorities, and we came up with some State priorities to coincide with the Congressional priorities. The problem is that, in many instances, the similarity between Congressional legislation and the guidelines as eventually implemented is purely coincidental, and I don't mean to be ugly about that.

You have heard many education horror stories, but a lot of good things are happening in North Carolina with Federal money.

Number one, human relations. Federal money has meant the difference in North Carolina between moving bodies and moving minds. The law requires that the bodies be moved. Federal money has allowed us to move the minds. At the present time, we are working on a theory called 30 and 1, that is 30 students and one teacher. Federal money has enabled us to do that.

Two. Early childhood education. I know that this is a priority in which each of you has great interest. Our title I and II money, as described in the House Bill 69, allows us to work with these kids. It is $60 million in North Carolina that goes for title I, for disadvantaged kids, for kids that are behind 1 or 2 years.

And Mr. Joe Webb and Harold Webb are here. They are not brothers, but they work very closely together. Title II in early childhood education. Title II stretches the imagination. We know that in order to teach a child properly, we should take him to the place we are discussing. If we cannot carry them there, then a model is good. The film strip, the materials, the library materials that we have have moved our libraries from substandard libraries to libraries that are accredited by the State Department of Public Instruction and if we can continue this money for 5 years, we believe that all of the libraries in North Carolina will be accredited by the Southern Association of Secondary Schools and Colleges.

The third priority that you have talked about is, *management by objectives.* We have our management money which comes out of title V. This is leadership money. This is planning money in North Carolina. This provides the cutting edge for the State agency and helps us tremendously as we try to move forward.

The fourth thing that you addressed yourself to is *career education*. Superintendent Phillips has named a task force at the State level, headed by George Kahdy, one of his most capable assistants, to develop a State plan for career education that will coincide with the priorities you have here.

I believe Congressman Pucinski drafted the original bill. We worked with him at length attempting to adjust our priorities to coincide with your well-formulated interests. To us in North Carolina it is absolutely necessary that House Bill 69 go through. We cannot operate in terms of current goals without it.

Number one, I think that until 1965, North Carolina was perhaps getting $20 million or something like that. Since that time, it has moved up to $140 million. At the present time, we are cranked up, and we can account for your money. This is one of the few times we have been able to do that.

We did the evaluation of your title IV money. I think Secretary Shultz or Secretary of Treasury sent Ed Morgan and Jim Clawson down, and we did an extensive survey on title IV money to see how it worked, and we were pleased.

Title I money, it is imperative that we get it. It is imperative that we get the same amount this year that we had last year. I get the feeling that since we have gone this far that people are saying let's pull ourselves up by our boot straps.

There are many kids in North Carolina that don't have boots still, and we can't do it that way. Title II, would move our libraries from substandard libraries to accredited libraries. We have to have title II money. Title V money is the cutting edge. This is the money that comes to the State Department of Public Instruction to strengthen the administration of the State Department of Public Instruction.

There again, let me reiterate, this moves North Carolina from a regulatory agency to an agency of leadership and motivation. We think that is absolutely necessary. We are trying to beef up our management if we possibly can, and in our management objectives we are telling you that we have a plan to use your money, and we will be held accountable for this money.

We say that you give us so many dollars, we should be at this place. We hope to be able to tell you at any point along the line how we have used the money, whether we are ahead or behind, and the reason for that.

To sum up very frankly, if there is some way that you can give us House Bill 69, give us the materials and tools and the law. We will give you a good school system in North Carolina. I thank you for allowing us this time. We would invite any questions that you have.

Mr. **Ford**. Thank you very much.

Mr. **Quie**. I will yield to Mr. Forsythe.

Mr. **Forsythe**. Thank you very much, and thank you for your statement and your message.

You did not comment at all on the proposals of revenue sharing in lieu of the categorical programs. I am wondering if you feel, as has been expressed by many, that there is just no way that the State can administer these funds in a way to deliver the excellence in education which you speak so well of here.

Mr. STROTHER. We have not seen a copy of the special revenue sharing bill. We have a strange feeling that we are doing a real good job the way it is going now, and we would hope that you would not change the vehicle at this date.

Give us several years and lead time to look at it and look at the delivery system. We don't know what it would be, and we fear it a little bit right now.

Mr. FORSYTHE. Thank you very much.

Mr. FORD. What is the present rate of State versus local support in North Carolina? Isn't more than 90 percent of the cost of elementary and secondary education paid from the State level?

Mr. STROTHER. I think it is 70 State, 17 Federal, and the other would be 13 percent local effort.

Mr. FORD. So only 13 percent of the total budget for elementary and secondary education is coming from local resources at the present time?

Mr. STROTHER. Yes, sir, and we have a bill now, Congressman.

Mr. FORD. That makes you unique when measured against the majority of the other States, in that you have a tradition in North Carolina of State administration and State funding, as contrasted with the move prevalent tradition across the country of local financing, local control, which makes it very difficult for State administrators in many States to get the cooperation of all or a majority of their school districts and programs such as some of those you have outlined here.

The beauty, I would like to believe, to be found in this legislation in its entire history is that it accommodates itself to the Michigan tradition of local funding and local control.

I would not want to see that balance tipped. The concern that some of us have is that, whether you call it block grants as they were calling it a few years ago or educational revenue sharing, as you tip that balance in the direction of State control in a State like mine, you are looking for a revolution.

We have a great State superintendent, but you can do things in North Carolina that he would never get away with it in name of good education, because our traditions are different.

I think maybe in Mr. Quie's State it is the same way. So, that is the reason for the concern that many people have about rigidly coming down on one side or the other of the struggle that is going on across the country between State and local educators about who is going to have the most to say.

The Federal Government gets into this with its guidelines. Some of us are concerned about a change in the pattern of the use of title I funds that seems to be taking place as a result of the enforcement of old guidelines in a different way than they were enforced in the past.

Under the name of concentration of funds, for example, we are informed that many school administrators have been forced into a position of putting an interpretation on the current guidelines that children actually have to be separated out as economically disadvantaged in order to participate in title I programs or the school people, as an alternative, face the possibility of being told that they have used title I funds in an unauthorized way.

In other words, if you contaminate a class with educationally deprived children who are not economically deprived, you may be told that was an improper use of the funds because you did not use that economic measure. Is that correct?

Mr. STROTHER. Yes.

Mr. FORD. Could you tell us what effect this has had on your ability to use title I funds as you would see fit in North Carolina?

Mr. STROTHER. I would like for Harold Webb, director of title I to answer that, and then I want to have a minute or two on that, too.

Mr. HAROLD WEBB. Some of this has come about in North Carolina, and possibly in other States, because of certain interpretations placed upon regulation by our recent Federal audits. However, it has put us in a position to seek for new ways to treat the disadvantaged—in many cases within the regular classroom—by providing various kinds of support personnel in liew of pulling youngsters out. We have moved from the pullout situation throughout the State to other variations of utilizing personnel paid from title I.

Mr. FORD. You have been in the program 8 years. When did you have to start this separating out of the children by program?

Mr. HAROLD WEBB. I have only been in the program 3 years; but I would say about the second or third year as guidelines began to change or as guidelines coming down the pike seemed to be rather clear.

Mr. FORD. So, what you are suggesting is that, over a period of time, succeeding administrators in the Office of Education have continued in the direction of requiring economic tests for the availability of funds for qualification for the program.

Mr. HAROLD WEBB. To my knowledge, at the moment there is no requirement on utilizing the funds on the basis of economics. It is from the standpoint of selecting the school. But I think there has been some misunderstanding in my opinion by many administrators.

We have a message that we have attempted for the last 3 years to get across, that once you identify a school because of its high concentration of poverty, let's temporarily forget about the economics and let's move in and measure education deprivation as best we can and serve those youngsters who are 2 or 3 years behind.

Mr. FORD. You are talking about a special school as distinguished from a school district?

Mr. HAROLD WEBB. Yes; when it comes to actually utilizing the funds. But we look at the total school district to determine which schools or which attendance areas in which to concentrate the funds.

Am I speaking directly to your question?

Mr. FORD. That is what we are afraid was happening. Mr. Quie just observed a little while ago that this condition flies in the face of the Coleman Report saying that there is educational advantage in having a socio-economic mix. Then we turn around and write a regulation telling you not to spend the money on the child who has that tool available to him and who may be more disadvantaged than the people in the other school.

So, I guess the best deal would be to be an affluent child out numbered in school by poor children. Then we would give you a chance at an education. But if you are a poor child with a tough family background and no support at home and you have the bad luck to share for a few hours a school, not necessarily a classroom, with the affluent kids, we are not going to help you.

That, I don't think, is consistent with the intention of this legislation. As I gather from you and other people who have preceded you in that chair, this is the effect that our current method of administration is having.

We are forcing you into that kind of a choice.

Mr. **Harold Webb.** Let me add this. I am not really totally familiar with the picture beyond North Carolina, and I have been in the program 3 years.

However, a couple of significant things have happened. As we have gone through school desegregation in North Carolina, if you go back 3 years ago, out of 152 school districts, we had about 8 school districts qualifying as a whole because of the equal distribution of poverty.

But now that we have gone through the desegregation process and, this has been validated by census data using the contracting with urbanetics here in Washington, we now have 70 school districts out of 152 where the district qualifies as a whole because of the equal distribution of poverty.

This has also given us a more fair distribution of heterogeneous mix of youngsters. In that manner, we have been able to provide more variety and mix in our title I programs in recent years, a fact which likely did not exist in the early history of the program.

Mr. **Ford.** You said you had something to say.

Mr. **Strother.** Yes; it bothers me that we have had to identify and isolate to put us in compliance with title I and then Office of Civil Rights says we are not in compliance with title II. I would like to go off the record.

[Statement off the record.]

Mr. **Ford.** Well, the concern that many of us have had with this auditing process is that the auditing process is serving as a method of implanting in school administrators' minds a direction for administration.

That set off letters that went out last fall across the country. I am familiar with the one that went to North Carolina, which at the same time hit a number of big cities. So you have the situation that you have been describing in a city like Detroit, where you have to go in and pick a specific school and you jump over all kinds of educationally deprived children because they happen to be in a school that theoretically does not have any children in need, because it is not below the city average on an economic basis.

The superintendent of schools for the State of Michigan has made the statement sitting in that chair that he believes there is now being practiced by Federal dictate a form of discrimination that is on the face more invidious than racial discrimination that grew up over a long period of time because it is so deliberately contrived. Yet it seems difficult for administrators and bureaucrats to understand that the same people who are supposed to be enforcing title VI are fostering a kind of discrimination that can be very damaging to the children involved.

I hope that we can find a way, while we are passing this legislation, to free you and other administrators to go on about the business of identifying for yourself who is and what is an educationally deprived child.

This legislation has no definition of that term in it at all. You can search the debates on the floor and every time someone asked us, when we were debating, "What is an educationally deprived child?", you would find they were answered with a question, "What do you think an educationally deprived child is?" An educationally deprived child, we believed, was going to be what your boss and the people with whom he works at the State level believe it to be, as well as what the teacher in the one-room schoolhouse happens to believe it to be in her area.

Somebody down the street here at the Office of Education has taken unto themselves power that we never presumed to take upon ourselves in passing this legislation to predetermine what an educationally deprived child was and define it. That is the effect the guidelines seem to be having, as they are writing directly what we deliberately refuse to write legislatively.

I suspect, had we tried to do what the Office of Education is now doing, we could not have passed it, because it would clearly have been on its face an attempt for Federal control of a kind that we have always tried to avoid—federal dictation as to how to identify your children's needs.

The same people who are writing the legislation saying they want to free us from the strings of categorical aid are writing the guidelines that have steel cables rather than string.

I have noticed also that North Carolina has the greatest loss of low-income students of any State, evidentally, in the Nation. Minnesota has quite a loss too. Kentucky has quite a loss as the chairman well realizes.

However, I should also point out that I counted 83 members on this committee, 30 of whom come from States which will receive an increase in payments if we leave everything along and use the 1970 census.

Eight members come from States that would have a decrease. So anybody who wanted to count the vote can imagine how things would turn out. I happen to be one of those eight. If we are going to continue to use this faulty formula, why should we have a holdsafe clause which means that we will continue to fund the education of children who don't exist in some States, and thereby not fund the children who do exist in other States?

For all of these years this formula has been inequitable and those States have not been receiving their money. Why should we hold safe? It would be difficult if you increased the appropriations and as the chairman indicated, it would take $3 billion in order to hold everybody safe.

I don't know if that is right or not, but I assume it is.

Mr. HAROLD WEBB. Two weeks ago, I could not have responded as I will now. In North Carolina we have just finished for the first time a State education assessment program through which we compared North Carolina gains at sixth-grade level with the Nation, and with the Southeastern section of the country, and we looked at the per pupil expenditures, et cetera.

That is why I have introduced legislation which allows you to use an assessment basis of determining the amount of aid that should go there. If you have more disadvantaged children on an average than some other States, you ought to have the money to help the disadvantaged children.

My question refers to page 4 of your testimony where you say, "We are now reaching only an estimated 50 percent of those needing compensatory education because of limited resources."

Who are those who need compensatory education that you are referring to? Are they poor kids only or everybody who happens to fall below the national average?

Mr. HAROLD WEBB. This particular statement in the testimony is based upon the State assessment as a whole at sixth-grade level. We are saying that if you look at the title I compensatory programs, if you look at the few local programs supported by local funds for compensatory education like special reading teachers, et cetera, if you look at the school population as a whole and the number of those who need additional assistance, we are only reaching about 50 percent.

Mr. QUIE. So what is happening now is that you are limited in the school districts where you have more than one school to those target schools. In the target school you can help everybody who is disadvantaged whether they are poor or not.

Mr. HAROLD WEBB. Within the resources we have, but we are not reaching any at all with special programs in those schools that are not target schools.

Mr. QUIE. In the ones that are not target schools, are you reaching the poor disadvantaged or the nonpoor disadvantaged?

In the target schools you can reach both the poor and the nonpoor disadvantaged?

Mr. HAROLD WEBB. Right. What I am saying is that in the nontarget school, we have very few, if any, special programs for the educational underachievers.

I am avoiding right now the word "poor," in that answer.

Mr. QUIE. Now, if Coleman is correct that kids do better if they go to school with advantaged children, that is, educational achievers, then those nontarget-school kids who are educational nonachievers must be even worse off than the kids in the target schools. If those kids in the target schools went to school with some advantaged kids, they would probably be doing better themselves.

That is Mr. Coleman's theory. What I maintain is that we are probably missing some of the most disadvantaged kids in your State and other States of the country by the way title I has operated.

Mr. HAROLD WEBB. We are missing quite a few.

Mr. QUIE. That is what I would like to see corrected.

Mr. HAROLD WEBB. Let me add a statement on that. We are missing quite a few in the target schools because of resources and we are missing quite a few in nontarget schools because of resources.

Mr. QUIE. Are you missing some of the nontarget schools because of inadequate resources?

Mr. HAROLD WEBB. We don't have enough money. In Bertie County, N.C., there is about 80 percent of a school population of some 16,000 or 18,000.

Mr. QUIE. Let's just look at a target school. You are saying in target school "A" where you are putting the money, you aren't reaching all of the disadvantaged kids?

Mr. HAROLD WEBB. The complicated thing about my response is that in Bertie County all of the schools qualify because of the equal distribution of poverty, and we have 70 such districts in North Carolina.

Mr. QUIE. What about the most disadvantaged? Suppose you have a child that is not able to read at all. What are you doing for that child? Probably the child is hard of hearing as well. What are you doing for that child with title I money?

Mr. HAROLD WEBB. We have a State program for exceptional children.

Mr. QUIE. Is any of your title I money in target schools where a child is hard of hearing used for that child?

Mr. HAROLD WEBB. A small amount. But most speech problems and hearing problems are handled under the State exceptional program. It is a quite extensive program.

Mr. QUIE. There is creaming with title I money, and we are leaving out some of the most severely educationally disadvantaged. I think we should correct that as well.

Mr. FORD. By adding another category?

Mr. QUIE. No, but by a definition of educationally disadvantaged. The way it is now, there are handicapped and educationally disadvantaged that are left out of title I money, or a very small amount of money is being spent there. I read that 60 percent of the handicapped children of the Nation do not receive any kind of special education whatsoever.

That, to me, is a pretty sorry plight, and title I ought to be created so you could use money for that purpose.

Mr. STROTHER. Allow me to reply with the assessment thing a little.

Mr. FORD. Would you also, while you are doing that, comment on or think through what we could do with this legislation to permit North Carolina, recognizing your statement that North Carolina has now gone through effective desegregation, to identify the pockets of poverty, as far as school attendance is concerned.

The child may live in one area and be bused to some other place. What if we were to allow you to use your State assessment system to determine where you spent title I funds instead of the formula we now have for distributing it within the State?

Mr. STROTHER. It would be beautiful. I want Harold to reply to that. I am a former school superintendent and principal, and in order to look pretty good on achievement tests, we had certain Johnnies that were not supposed to be there on the day the tests were given.

Craig Phillips decided all Johnnies would come to school one day, and we gave valid tests to all sixth graders to find where they are. We found out a true assessment, and we are about a year behind.

We are serving 189,000 kids approximately in title I. That is what we are serving. But if this could be done we could perhaps render a better service. I would like Harold to respond to your question, Congressman, since we are desegregated, and we have 152 units, and we are all in compliance now through the grace of God and title VI.

But, we are in compliance now. How long we will be in compliance, I do not know.

Mr. HAROLD WEBB. I have to come off the top of my head on that one, sir. If we were to use our State assessment and go one step further, and this is part of our leadership function, to have local districts to come up with a model of a really good assessment program, then we will get a district-by-district picture, and we will get the State picture.

Then we might be able to design some approach to reaching the youngsters who are behind where they are. Right now, we know in this State assessment what the State picture is. We know what the regional picture is in the mountains, in the Piedmont, and in the Coastal Plain.

But we cannot, at the moment, apply it to a local educational agency, because of the way the sample was drawn. For the first time, we do have a reasonable picture.

Mr. FORD. In other words, at the present time, you would not be able to break it down to district-by-district?

Mr. HAROLD WEBB. Not from our current assessment, but one of the reasons we went into it was that we wanted to establish a model that local districts could work with research trying to institute and design their own local sample, where they could, in fact, have a technique for sampling, at the local level, the situation, and be reasonably accurate on their good guesstimate of the number of youngsters behind.

Mr. QUIE. Could I followup, Congressman Ford, on your question? I believe the money within your State ought to be distributed based on the educational disadvantaged or underachievers, according to your assessment rather than poverty.

But, how would you prevent the schools from fudging—this was always thrown up to me—to make them look worse than they are so you can get more money?

Mr. HAROLD WEBB. I do not know, but I do know one way it could be done, but it would be very costly. In our particular assessment, we contracted with Research Triangle Institute in North Carolina, the triangle area.

They trained independent testers, and they conducted the whole testing operation, and the local school teachers did not do the testing in this assessment.

But, to do that in 152 districts, I expect would be costly, but I expect that would be one way to do it.

Mr. STROTHER. Congressman, administrators might fudge. Kids do not fudge on achievement tests. I believe we would get a true and accurate picture this way.

Mr. QUIE. I believe you are right there, that kids do not fudge. They are not going to help administrators get more money by fudging.

But, administrators have given tests at times, for instance, when the child would not do as well as if he did it at a different time. National assessment had to go the same way that you suggested, to train the testers so everything is done on a uniform basis.

I like your answer that kids do not fudge, and they are the ones that take the tests. You would have to work out some way to make certain that it was at least supervised by somebody on the outside.

I know you would like just the "hold harmless" clause. However, what if the money that went to North Carolina was based on a national assessment sample. I see that you want everybody to get $300 first before you go on any averages. So you multiply $300 times the number of kids who ranked below that criterion reference test. Would you like to go to what I will call obsolete and inadequate poverty criteria, that we have from the census and AFDC?

Mr. Harold Webb. I do not know. The formula or a situation that would permit you to serve youngsters, wherever they are, irrespective of target areas and enough resources to get at the problem, I think should be adequate.

I am not sure that as I understand the present formula and the regulation of the target areas. It does not permit the freedom to go everywhere and to serve these youngsters.

Now, to deliver the funds on the basis of educational deprivation might be a good idea. I have not dug into that question.

Mr. Quie. You see what has happened to North Carolina with the change in census. We will use a new census after it is at least 4 years old. Other changes have occurred in North Carolina, for instance, looking at the use of AFDC in one State over against the other.

I will wager North Carolina does not fare as well in AFDC figures. So, as far as the formula is concerned, we should be trying to raise the educational achievement of kids, no matter where they are.

We have also seen enough tests to know that a lot of the educational underachievers do not happen to come from poor families. Some of the educational achievers happen to come from poor families.

Thank you.

Mr. Ford. Mr. Andrews?

Mr. Andrews. I have no questions.

Mr. Ford. Without objection, the prepared statement of Mr. Phillips will be placed in the record at the beginning of your testimony.

You have been very helpful to the committee. I would like to ask you a couple of quick questions for your reactions.

We have talked about title I. Briefly, let's take title II, for example, which the budget proposes to cut off. What would be the impact on North Carolina educational machinery, the school system as well as the auxiliary services, if Congress were to follow the mandate of the President to spend no money this coming year on title II?

What could you foresee in North Carolina?

Mr. Strother. The next 2 years there would be no new books, no new films, no new materials. Everything is moving up except that. We would go along with busses. We would go along with increased cost of fuel.

But, I can see very few educational materials gravitating to the classroom. I hope I am wrong about that, but really you cannot realize the impact title II funds have had on school kids in North Carolina.

We have moved from the library, with a librarian watching the books, to learning centers. Title II has allowed us to develop learning centers, learning laboratories, centers of instruction.

We have this now. These would not move forward if we did not get title II money.

Mr. **Ford**. What have you done with title III in North Carolina?

Mr. **Strother**. Title III money is used for development and research. First of all, we take a program, and we would look at it very carefully over a 3-year period and see whether it works at all.

At the end of 3 years, we would say it is a good program, and it does these things. We need these sets of skills to run the program. If it is not a good program, we say we do not need it again.

It is experimentation and development, and we could not get along without that.

Mr. **Ford**. What percentage of the cost of experimentation and development that has taken place in North Carolina in the immediate past few years has been from title III, and what has been from other sources?

Mr. **Strother**. The only money we have for research right now is seed money. What percent would it be, Joe?

Mr. **Joseph Webb**. I would say at least 75 percent of it would be coming from title III.

Mr. **Ford**. You would identify 75 percent of the money going into educational research and development in North Carolina as directly from title III?

Mr. **Strother**. Yes, sir. That would be a minimum.

Mr. **Ford**. So, presumably the elimination of title III would mean if you carry on research and development at the same level as you presently are carrying it on, you would have to raise somebody's taxes down there, wouldn't you?

Mr. **Strother**. Yes, sir.

Mr. **Ford**. The same thing is going to be the case with respect to replacing text books. And again what has the overall effect of title V been on your function?

You again are unique in the tremendous role that the State office plays in the actual operational decisions of education. How much growth have you experienced at the State level as a result of title V?

Mr. **Strother**. Approximately 70 persons are employed with title V funds. We get $720,000. This allowed the boss, Dr. Phillips, to go out and look for people who had a set of skills to bring in and provide leadership and planning.

Without the persons whom he has brought out, we really do not know how we could be an effective agency of motivation and leadership. We think we would revert to a regulatory agency. We think it provides the cutting edge.

Mr. **Ford**. In addition to title V funds, you also receive administrative funds out of the other categorical programs.

Mr. **Strother**. Yes, sir.

Mr. Ford. Taking all of these into account, what percentage of the professional educators—the people who work in the State Office of Education with developing programs and with the school districts across the country, as distinguished from clerks and caretakers and State superintendents, etc.—are paid for with Federal funds through these categorical programs and title V?

Mr. Strother. Twenty to 25 percent. Joe works exclusively for title V, and all of my brains on title V are in his head.

Mr. Ford. Thank you very much.

Chairman Perkins. Let me thank you, Mr. Ford. Mr. Strother, I notice that you are assisting and are pinch hitting, more or less, for a great superintendent of North Carolina, Dr. A. Craig Phillips.

To my way of thinking, you are a very able assistant. I want to mention one thing, and that is we are delighted about your State sending Mr. Andrews to Congress, who happens to be a member of this committee, and one of our most able members.

I can assure you that North Carolina is very well represented in the Congress.

Mr. Strother. We plan to keep him up here quite a while.

Chairman Perkins. He has an educational background and he fits in in every respect on this committee. He is making an outstanding contribution to the committee, and we really appreciate his presence here.

If I understand you correctly, Mr. Strother, and I regret that I have missed a lot of your testimony, you would like to have more time to read and study the proposal of Mr. Quie to allocate funds to the States under a test score basis.

In other words, you would want to know more about the situation before we go in that direction?

Mr. Strother. Yes, sir, we would.

Chairman Perkins. I want to state that I would like to know more about it myself. It is a problem of whether we can afford to scatter the money to the extent that the funds may need be scattered, and whether the on-going programs will be interrupted to such an extent as to make them ineffective. That is what disturbs me about the Quie proposal. It is something we are going to have to explore thoroughly.

Poor districts, because of migration, will need approximately $3 billion to serve the kids in their respective States that are being served today, States like North Carolina. So, we are going to explore this from every possible viewpoint to see just what we feel is the best way to obtain the best possible solution.

How would you suggest that we improve title I? From your present knowledge what would be your thinking at this time of title I?

Mr. Strother. I will let Harold wind it up, but I will start it up.

I would like to look for a panel and a group of educators to look at the intent of Congress, and then look at the implementation in the field and see the similarity or the problems that are involved there, and get some people who are on the scene, some of the warriors on the scene to come in and look at it and see what is best for Johnny.

I think in many instances, we forget Johnny in the fourth row on the fourth seat, and what we are supposed to do for him.

Chairman **Perkins**. I see Mr. Quie is coming back. I have been trying to show that no one is wedded to your proposal. We are studying your proposal, and we want to see where you are going from here.

We are like Alice in Wonderland. We do not want to give up something good until we know where we are going to jump.

Mr. **Quie**. I thought Mr. Ford would take care of my interests pretty well.

Mr. **Ford**. Mr. Quie does raise a good question that is very much in front of us in Michigan with the current proposal by a Federal judge to combine school attendance for 53 school districts involving about 800,000 children, and one of the questions that nobody has been able to answer is if a child from the city of Detroit, which is one of the principal recipients under present formula of title I money, is bussed because of his race to another school district to change the racial balance of that school attendance, does the money go with him to provide the special education or does it stay in the school from which he is being bussed?

You have had the experience of working with title I during a period where you have been going through substantial desegregation and obviously, you must have had to face this. How does the Office of Education deal with the dilemma of saying to you that under title VI that you can take no other matter but race into consideration in making the desegregation assignment?

And, I am assuming that they still say this on the basis of the fact that they said some States were trying to avoid true segregation by using testing devices and all kinds of other criterion.

So, they finally came down and the courts have said, "Stop using anything except just race as the basis for assignment." Now, when you are compelled to assign a child that way, obviously, you are taking some children out of a target school who need the supplemental education that you are paying for with title I, and under title I, they are telling you, one, to set up such a target school, and two, to use it only for supplemental services.

The comparability provision says if you use it for the same thing you are providing for other children, you have violated the rules. How have they resolved this dilemma for you?

Does the money follow the child or does it stay where he would have been going if you did not desegregate the school?

Mr. **Harold Webb**. The money no longer follows the child under the current regulation. It is still restricted to the target attendance area that has in that school district the greatest percentage of economic deprivation.

However, what the current policy has permitted——

Mr. **Ford**. Wait a minute. If the money, under our formula, goes to the target area where the child who is poor lives, not where the child attends school when he is being bussed to another area for desegregation——

Mr. **Harold Webb**. All right. In North Carolina in 152 districts, the common kind of desegregation plan centers around a school. Each school has an attendance area. In other words, we are that unique where we do not have the open enrollment of freedom of choice approach.

Therefore, each school in the State in every district has a specific attendance area. So, it is on that basis that we are applying the formula. When the attendance area has been changed——

Mr. **Ford**. Wait a minute. You cannot distribute title I funds within the State that way. The statute says you will distribute down to the county level on the basis of the percentage of children and families of $2,000 income or less according to the last census.

That is the Federal census, not a school census.

Mr. **Harold Webb**. That is correct, sir. What I am trying to say is this——

Mr. **Ford**. But how can there possibly be any integrity of the relationship between poverty and the presence of children needing education, if, after you determine that a school district is to receive its money on the basis of the residents within that district of poor children, you then take the children out of that district for the purpose of education?

Mr. **Harold Webb**. I am using a school district as an example, Raleigh City schools as an entire school district.

Before desegregation, they had certain attendance areas for certain schools. After desegregation, they have changed those lines, but each school still has a specific attendance area.

Once the determination is made as to how much funds the city of Raleigh would get, then Raleigh goes to work to find out which one of those new attendance areas has the greatest amount of poverty.

Mr. **Ford**. Does that mean that you are imposing some kind of a means test on the children themselves? Do you actually go into a school and determine how many poor children are in attendance in that school to determine that is a target school, or do you determine it on the basis of the school attendance area as shown by the census?

Mr. **Harold Webb**. This current year, it is determined by applying 1970 census data to those geographical areas surrounding each one of the attendance areas.

This pinpoints the high poverty area over the entire school district or the areas.

Mr. **Ford**. And you say that you have been able to bring this down to a specific school?

Mr. **Harold Webb**. Attendance area, right.

Mr. **Ford**. So, in Raleigh, in picking its target school, it would use the demography of the attendance area of the school rather than of the makeup of the student body itself.

Mr. **Harold Webb**. No, sir. Let me see if I can clear this up. To go back to Raleigh, we have an entire school district.

Mr. **Ford**. We distribute with Federal formula down to that point. Now, within the city, the Office of Education says you must have target schools and those are to be the schools with the heaviest concentration of poor children, economically poor children.

Do you determine the concentration of economically poor children on the basis of the actual make up of the student body of a school or the demography of the school attendance area as shown by census data.

Mr. **Harold Webb**. The latter.

Mr. **Ford**. So it may or may not match.

Mr. Harold Webb. It usually does. It includes the dropouts. It includes the 5-year olds and those that are enrolled in school. Prior to using census data, we just did that this year, prior to using that, the schools ran their own individual census.

Usually that was done on the basis of the economic levels of the youngsters enrolled in a given plant as compared to the district as a whole, in terms of low-income youngsters. Best estimate, I would say.

Mr. Ford. That is unfortunate because we spent a great deal of lung power here when this legislation was passed building a legislative history that we thought would prevent a means test, by whatever name it is called, from ever creeping into this legislation. We recognized when we were passing this 1 year after the Poverty Act that we had made a dreadful mistake in setting that up, in that we actually dictated in programs like Headstart the same kind of economic segregation that the Office of Education is now trying to put into effect in title I.

If there was anything that should have been anticipated here as a weakness in the way Headstart was structured, it was the predetermination that only poor children could be in a classroom, without any kind of socio-economic mix in that classroom.

All of the advantages we are trying to get with all of the other efforts in society to develop a better balance socio-economically and to break down classes by whatever definition is just wiped out when we come to a Federal program like that.

So, it was our intention to avoid making that same mistake the second time. But it looks like, by an evolutionary process here, the administrators of the Office of Education are finding a way to get us back into some sort of a means test.

It may be less objective than simply having everybody take a slip home and have Daddy sign for how much money he made last year. It may be a visual thing. But if you tried to do that and use it as justification for what they told you was a violation of title VI, they would not let you do it.

It does not seem that we are at all consistent in the objectives of title VI, of the Civil Rights Act and of the present administration of title I of the Elementary and Secondary Act.

I want to make it clear that, as one member, I think that is not what the legislation says. That is what somebody in the bureaucracy has been saying. I believe it started back with Mr. Howe, in deference to my Republican colleagues.

It started with Howe and is getting worse.

Mr. Quie. Will the gentleman yield?

Mr. Ford. Yes.

Mr. Quie. I think it is just engrained in the way that we wrote that legislation that it would turn toward segregating people by economic levels. I agree with the gentleman from Michigan that that is just as bad as segregation by race. We have too much of that going on in the country right now.

That is why we have to change from that. I tried to get an economically integrated Headstart program operating in my district, nonpoor and the poor together, while we only used Headstart money for the poor. We never could get one of those funded in Headstart.

Mr. **Harold Webb.** I will mention an associated dilemma, and that is, limitation on resources to be able to break up that pattern. We have to set the priorities somewhere.

Mr. **Quie.** It is my feeling that the Federal Government ought to substantially increase its aid to education. I am willing to go about to 25 percent, but I want to improve education with this money. I believe these Federal funds should provide special education for the handicapped, compensatory education for disadvantaged, and occupational training for those who won't go on the college. I think those are the three priorities.

I am not talking about a block grant. As long as we are counting poor kids, their parents do not have much political clout, but if we count disadvantaged kids, no matter what families they come from, then we have families who have political clout.

Chairman **Perkins.** Let me say to my distinguished friend that if we had the money, all of the kids that deserve special educational programs would receive those programs under title I as presently written.

But, it is the inadequacy of the funding and with this inadequacy, I personally know of no way that we can reach the children who need the special programs most.

That is the only thing that we are doing here presently. Am I right, Mr. Strother? If you had the funds, you could reach them all.

Mr. **Strother.** That is the reason we came up here.

Mr. **Quie.** Would you yield, Mr. Chairman?

Chairman **Perkins.** Yes, I will yield, but in the District of Columbia, everywhere, there is today, and I do not know what terminology you want to use to describe it, but the children that need special education, there is no segregation that is going to interfere with anyone.

If I need a special course in reading, it behooves me and it behooves my parents to see that I get that type of training. We are not just singling somebody out and saying, you are inferior to a child that has been raised in the best of circumstances and maybe be able to have private tutors and everything else along that line.

There is nothing here that is going to reflect on any child just because he has to have it, but it is the same thing if you take your theory. There is no difference if you take your theory and do it on a test score basis.

You are going to have to pull low achievers out of the other groups, but what you are going to do in my judgment, is scatter the money so thin that it is not going to do anybody any good.

The gentleman from North Carolina, Mr. Andrews, you may interrogate your own witnesses.

Mr. **Andrews.** I wanted to add something on the subject you were talking about.

Mr. **Quie.** If the gentleman would yield on this?

Mr. **Andrews.** Yes.

Mr. **Quie.** I maintain if you fully funded that $2,000 income plus AFDC, you still would not do the job. The studies that Gene Glass made showed that of those who have severe reading difficulty, 21 percent come from families with $3,000 income or less.

Forty-four percent of them come from families between $3,000 and $6,000 income; 35 percent come from families with incomes above $6,000. That is why if you fully fund this program, you are talking about that 21 percent.

I would like to count the kids that are disadvantaged no matter where they are. It is true that a higher percentage of poor kids are educationally disadvantaged than nonpoor kids, but there is educational disadvantagement among children all over.

That is what I would like to get at. I recognize in 1965 we did not know how to do the job. In fact, as was said here, it was not long ago when you could not give us that information, but you have done your first assessment now in the State of North Carolina.

States all over the Nation are doing that. The Fleischman study in North Carolina, and Michigan is doing it. Minnesota is doing this. We are in a different State now than we were in 1965, and I think we have to build on that kind of advances that you have made down in North Carolina, and I commend you for it.

Chairman PERKINS. I want to congratulate you for the good job you have done in North Carolina. I think you have not only pioneered in this area, but in so many other programs, and the technical education that you helped us with many years ago.

I thank you gentlemen very much for your appearance here.

Mr. Strother, I will be back in touch with you. Mr. Andrews, any further remarks?

Mr. ANDREWS. No, but I would thank the committee for the excellent opportunity that has been afforded these gentlemen to express themselves and to insure the gentlemen that we will make use of the testimony as we proceed with the bill.

Mr. STROTHER. On behalf of Dr. Phillips and 1,250,000 kids, we thank you for listening.

Chairman PERKINS. The next witness is Mrs. Bernice Frieder, National Council of Jewish Women, Washington, D. C.

We are going to have to leave in a few moments, but I will let you come back any time you want to, Mrs. Frieder. We have two bills on the floor in a few moments. I hate to put anybody under pressure like I have been under pressure all day.

Without objection, your prepared statement will be inserted in the record, and you can proceed in any manner you prefer.

[The statement referred to follows:]

STATEMENT OF MRS. BERNICE FRIEDER, MEMBER, NATIONAL BOARD, CHAIRMAN OF EDUCATION TASK FORCE, NATIONAL COUNCIL OF JEWISH WOMEN, INC.

I am Bernice Frieder, National Board Member and Chairman of the Education Task Force of the National Council of Jewish Women, an organization founded in 1893, with a membership of 100,000 located in approximately 200 communities throughout the United States. I have also served as a member of the Colorado State Board of Education, and am a former President of the National Association of State Boards of Education.

Members of the National Council of Jewish Women pursue a program of social action and service to their community, focusing on activities which advance human welfare and the democratic way of life. One of our program priorities is education—a choice which stems not only from the oldest traditions of Judaism, but also from the more recent experience of our immigrant fathers and grandfathers, who found in the American system of public education a key to active participation in the life of this country. We, therefore, very much appreciate the opportunity of appearing before you today in support of H.R. 69.

The NCJW commitment to public education is set forth in our *Resolutions*, which state our belief that "American democracy depends on a strong system of public education to develop the highest potential of the individual", and in which we pledge ourselves "to work for increased public understanding of the basic role of public education in our changing society", and for "a higher level of financial support for public education by the federal government." Our members regard equal access to quality education as a fundamental right for all individuals, and in support of this belief we have worked actively in our home communities for the passage of local school levies, and we have testified in the state legislatures and in the Congress. In almost 200 communities, Council women have worked in their schools as volunteer aides, tutors, librarians, etc. Our members have served their communities as members of state and local boards of education, school advisory committees, and on other supporting groups. We attended the public schools; our children and grandchildren attend the public schools in our hometowns. So our statements on behalf of public education are based on experience, study, and active involvement; our concern for the public schools is more than merely academic.

In 1965 when ESEA was being debated in the Congress, we testified for the proposed legislation, describing it as a "creative, imaginative and effective approach to serious educational problems, (particularly since it would) assist the state to equalize educational opportunities for those disadvantaged and culturally deprived children whose needs are so great." In 1970, when the extension of ESEA was before the Congress, NCJW again voiced its support; and now we once more strongly urge the extension of these programs, and specifically, the passage of H.R. 69.

Today our testimony is based solidly on several years of experience with the program. As a direct result of this legislation we have seen changes in community attitudes; we have seen changes in teacher attitudes; in some of our states we have even seen the enactment and funding of supplementary state programs for the educationally disadvantaged. There is no doubt in our minds that the ESEA has served as an educational catalyst to initiate badly needed changes in the schools, and in State Departments of Education. There is no doubt in our minds that ESEA has helped poor children to receive a better education. . . . there is no doubt in our minds that the Elementary and Secondary Education Act should be continued and strengthened.

We are well aware that the program has its critics, and some of the criticisms appear to be valid. Certainly, we must insist that this program, and every public program, be well-planned and responsibly managed. However, from the very beginning, ESEA has never been fully funded; the schools have never received the number of dollars authorized by the legislation:—that amount of money designated as necessary to achieve the objectives of the Act; and too often even this partial funding has been late. These factors have made it difficult for the schools to plan effectively, and for the program to function as successfully as it could. But even with these handicaps, there is evidence from many states that children receiving Title I benefits have achieved greater educational gains than before the program was instituted. (See The Effectiveness of Compensatory Education, p7, HEW, 1972). Now, H.R. 69 has recognized and dealt with the fiscal inadequacies in the program by (1) setting a more realistic figure of $300 to be concentrated on the education of each eligible child, and (2) by proposing to investigate the problems related to late funding. We think these two changes, if implemented, will not only improve the program qualitatively, but will also allow a more realistic evaluation of its outcomes.

The ultimate success or failure of ESEA depends on what it has done for people; in this instance, for the school children, for their families, and for their communities. Instead of the usual statistical tables and graphs, I would like to make a few comments on ESEA based on the personal experience of Council women who have been involved with it as volunteers in the schools, as members of boards of education, and as interested citizens.

During my 12 years on the Colorado State Board of Education, I visited most of the schools in our state, and I have seen at first hand what ESEA means to children . . . Baca County, Colorado comprises hundreds of square miles of open, dry, flat country, bordering on Kansas and the Oklahoma panhandle. Sparcely settled, often beset by drout and dust storms, it contains five school districts, all small, all inadequate to provide children with many of the educational experiences they need . . . One October day we drove some 200 miles within the County to visit every school; to talk with teachers, students, citizens . . . With the leadership and assistance of the Colorado State Department of Education (aided by Title V funds) the five school districts in Baca County were pooling their ESEA funds to provide a program of remedial reading, special education for the handicapped, speech correction, and psychological services for their disadvantaged students. It was the first time there had been inter-school cooperation on program, and there was some apprehension about its success. Now, four years after my visit, the program is still functioning, but has been enlarged to encompass several additional school districts in adjacent counties. Without ESEA and its several titles, those children in Southeast Colorado who are educationally and economically disadvantaged would not have had any of these needed services, and were ESEA to be phased out, it is highly unlikely that the schools could continue the program.

On another windy Fall day I visited schools in the San Luis Valley of Southern Colorado. This part of the state was settled, and is still largely populated, by Americans of Spanish/Mexican descent. A predominantly rural area, family incomes are low, and the children often dropped out of schools before graduation. Often too, there has been little contact between the Spanish-surnamed majority, usually the farm workers, and the minority Anglos, usually the landowners. When I visited one of the towns in the Valley, it was readily apparent from the appearance of the roads and the houses that there was a definite line of demarcation between the two populations. The muddy roads and little shacks did not belong to the Browns, the Smiths and the Jones families; the names on those mail boxes were Sandoval, Gonzales, and Lucero. The Browns and Smiths lived on the other side of town! And the school reflected the community, with a curriculum and an attitude which appeared to ignore the educational needs of the Chicanos. But now I could see that ESEA funds, with State Department of Education guidance, were forcing change. For the first time a Spanish-speaking family contact man (social work aide) was working with parents and children of the disadvantaged community; Spanish-surnamed and other educationally- disadvantaged children were receiving individual instruction in reading and arithmetic, an improved nutritional program had been instituted, and there were the beginnings of a special education program. Although it was clear that many more improvements were needed, without ESEA and the State Department leadership it might have been years before the special needs of poor Chicano children would have been acknowledged and dealt with in any meaningful way in that community.

Let me turn now to one of the dozens of volunteer school programs run by Council women. . . . On the edge of downtown Denver there is an elementary school with a student population of 50% Chicano, 45 Black, and 5% "other", . . . but almost 100% poor and eligible for Title I. Like most inner-city schools this school has multiple problems, and even with ESEA programs still has neither enough money nor personnel to meet the needs of every child. Three years ago, Denver Section, National Council of Jewish Women adopted the school, and since then 20-30 Council volunteers work regularly in the school to supplement the educational program provided by the school staff. Our Adopt-A-School volunteers have organized, staffed, and provided books for a library (located in a school corridor) (Note: supplementing Title II funds), given piano lessons, provided Spanish-speaking interpretors to ease the way for new students, and assisted the school and students in many other ways, even to the point of becoming involved with the parents and the community . . . But let the volunteers tell in their own words the story of their experiences with the inner-city minority children . . . the Council-adopted school.

"I enjoyed the warmth and outgoing qualities of the children—watching them create and grow as I taught them Art, along with thoughtfulness, kindness, and how to work together. Working at X School has again proved to me that children need to be taught with firmness, but lovingly, and that a child should be allowed to expand and grow from within." Another Council volunteer told me: "I work with 3 children in the second grade. One youngster needs intensive help in readng and I work with the reading diagnostician (Title I) to reinforce her efforts. The other two youngsters are highly motivated and need some extra activities." From still another Council volunteer: "We sat side by side on the piano bench in the hallway. (The school is so crowded that both the library and the piano were located in hallways.) Rhonda's huge black eyes stared unwaveringly into mine. I knew I was being evaluated. If I came on too strong she could tune me out quickly.

"Rhonda, you can help me, and maybe I can help you. You see, I love music and I can play whatever pleases me, but I cannot read musical notes. I never learned how." . . . 'I can read them', she said softly with a slight hint of superiority. . . . "I knew then that I had not overwhelmed her and that we could possibly work as a team!!"

. . . I could relate similar experiences from hundreds of Council vounteers who serve as helpers in inner-city schools in many cities across the country. It is my firm belief that ESEA, with its focus on the education of the disadvantaged child, has been a critical factor in opening up the schools to volunteers and to the community!

And finally, let me mention, briefly, one other program I observed: the Metropolitan Denver Youth Center, which serves as a second-chance school for drop-outs. Here the Denver and Jefferson County school districts have coordinated funds from Titles I and III (ESEA), Vocational Education, and other titles, to establish a facility which provides a custom-tailored program for each young person enrolled. Most of the students are from the minority community, but the Center has also met the needs of young drop outs who are from more affluent families. This kind of individualized instruction is very expensive, and could only have been accomplished with the assistance of the federal government.

These experiences are not isolated incidents, but have been chosen to illuminate the broad impact of ESEA on a wide spectrum of children. We all have a stake in seeing that poor boys and girls from Baca County have the tools they need to function in society; we all share a responsibility to ensure that Chicano children in the San Luis Valley, and minority children from our troubled inner-cities are given the same opportunity for a quality education that now only some children enjoy, but that all children deserve; and we cannot afford to waste the talents and the contributions of those drop-outs who need a second chance! The National Council of Jewish Women believes that our children, and their welfare, should be the #1 national priority. Their well-being—their education is a responsibility we all share, and we believe the federal government has a major role to play in the support of public education. It is for these reasons that we have been dismayed by the President's fiscal 1974 budget for education, which apparently reflects the administration viewpoint that the federal government has a very limited responsibility for the education of its citizens. We particularly deplore the cuts in programs for the poor and disadvantaged which will result from the dismantling of ESEA. We, therefore, are happy that H.R. 69 recognizes the necessity for continuing federal leadership in education, and for stronger federal financial support to the educational areas of greatest need.

Thank you for the opportunity to appear before this Committee.

STATEMENT OF BERNICE FRIEDER, NATIONAL COUNCIL OF JEWISH WOMEN, INC.

Mrs. Frieder. My testimony will be very brief. I am going to give a summary of my testimony, and I thank you that the complete testimony will be inserted in the record.

I should say that, in addition to my experience with the National Council of Jewish Women, I have served as a member of the Colorado State Board of Education and am a former president of the National Association of State Boards of Education.

Members of the National Council of Jewish Women pursue a program of social action and service to their communities, and one of our program priorities is education. This choice stems not only from the oldest tradition of Judaism, but also from the more recent experiences of our immigrant fathers and forefathers, who found in the

American system of public education a key to active participation in the life of this country.

So, we are very appreciative of the opportunity of appearing before you today in support of H.R. 69. Our members regard equal access to quality education as a fundamental right for all individuals, and in support of this belief we work actively in our home communities for the passage of local school and levies, and testify in the State legislatures and in the Congress. We have sections in almost 200 communities across the country, and in these communities, our council women work in the schools as volunteer aides, tutors, and librarians.

We attended the public schools. Our children and grandchildren attend public schools in our home towns, so our statements on behalf of public education are based on experience, study, and active involvement, and our concern for the public schools is more than merely academic.

We testified in 1965 when ESEA was being introduced. We testified in 1970 again for the extension of ESEA, and now we once more strongly urge the extension of these programs. Today we are going to base our testimony on several years of experience with the program. As a direct result of this legislation, we have seen changes in community attitudes. We have seen changes in teacher attitudes. And in some States, we have seen enactment and funding of supplementary State programs for the educationally disadvantaged.

We are well aware that the program has its critics, and some of the criticisms appear to be valid. Certainly, like every other program, this program should be well planned and responsibily managed, but we are also very much aware that from the very beginning ESEA has not been fully funded, and that the schools have not received the number of dollars authorized by the legislation. That money was designated as necessary to achieve the objectives of the Act, but it has not been forthcoming. Too often, even the partial funding has been late. So, we do recognize that these factors have made it difficult for the schools to plan effectively and for the program to function as successfully as it could.

H.R. 69 has recognized and dealt with the fiscal inadequacies of the program by setting a more realistic figure of $300 to be concentrated on education of each eligible child, and by proposing to investigate the problems relating to late fundings. We think these two changes, if implemented, will not only improve the program qualitatively, but will also allow a more realistic evaluation of the outcomes. But today instead of the usual statistics and tables that are offered in testimony, I would like to confine my few brief comments on ESEA to the personal experiences of councilwomen who have been involved with it as volunteers in the schools and as members of the boards of education.

During my 12 years on the Colorado State Board of Education, I visited most of the schools in our State. I have seen at first hand what ESEA means to children. Baca County, Colo. comprises hundreds of square miles of open, dry, flat country, bordering on Kansas and the Oklahoma Panhandle. It is sparsely settled, often beset by drought and dust storms. It contains five small school districts, all inadequate to provide children with many of the educational experiences they need.

One October day, I drove 200 miles within the county to visit every school, to talk with teachers, students, and citizens. With the leadership and the assistance of the State Department of Education of Colorado, which was aided by title V funds, the five school districts in Baca County were pooling ESEA funds to provide a program of remedial reading, special education for handicapped, speech correction, and psychological services for their disadvantaged students.

Now this was the very first time there had been inter-school cooperation on programs, and there was some apprehension about its success. I checked on that program just 2 weeks ago and found that that program is still functioning.

It has been enlarged to encompass several additional school districts in adjacent counties, and I can state that without ESEA and its several titles, those children in southeast Colorado, who are educationally and economically disadvantaged, would not have any of the needed services that I described. And, were ESEA to be phased out, it is highly unlikely that the schools could continue this program.

I would like to tell you about another school in our State, located in the San Luis Valley. This is a part of the State that was settled and is still largely populated by Americans of Spanish or Mexican descent. It is a rural area, and the family incomes are low. Children often drop out of school before graduation. Often there has been little contact between Spanish majority farmworkers and the Anglo minority landowners.

When I visited this little town in the San Luis Valley, I could tell by looking at the town that there was a definite line of demarcation between the two populations. I could see that the muddy roads and the shacks were on one side of town and the painted houses and surfaced roads on the other, and I could tell by the names on the mail boxes who lived where.

The school in the community reflected that community, and it had a curriculum and attitude which appeared to ignore the educational needs of the Chicanos. But I could see that ESEA funds, again with State Department of Education guidance, were forcing a change. For the first time, the school had engaged a Spanish speaking family-contact man to work with parents and children. The Spanish-surnamed and other educationally disadvantaged children were receiving individual instruction in reading and arithmetic, an improved nutritional program had been instituted, and there was the beginning of a special education program.

It was very clear to me that many more improvements were needed. But, without ESEA and State Department leadership, it might have been years before the special needs of those poor children would have been acknowledged and dealt with in any meaningful way in that community.

I would like to tell you about just one of the dozens of volunteer school programs which are run by councilwomen . . .

. . . On the edge of downtown Denver, there is an elementary school with a student population of 50 percent Chicano, 45 percent black and 5 percent other, but almost 100 percent poor and eligible for title I. Like most inner-city schools, this school has multiple problems, and even with ESEA funds, still has neither enough money nor personnel to meet the needs of every child. Three years ago Denver councilwomen adopted the school, and since then 20 to 30 councilwomen a week have worked regularly in this school to supplement the educational program provided by the school staff.

We have organized, staffed, and provided books for the library. We have provided Spanish speaking interpreters to ease the way for new students. We have assisted the school and the students in many other ways, even to the point of becoming involved with the community.

I could tell you about similar experiences from hundreds of council volunteers who serve as helpers in inner-city schools in many cities across the country. I bring this to your attention because it is my firm belief that ESEA, with its focus on the disadvantaged child, has been a critical factor in opening up the schools to volunteers and to the community with consequent benefit to the child.

Finally, let me mention briefly one other program that I observed, the Metropolitan Denver Youth Center which serves as a second chance school for dropouts. Here school districts in adjacent counties have coordinated funds from titles I and III (ESEA) and other titles to establish a facility which provides a custom tailored program for each young person enrolled. Most students are from minority families, but the center has also met the need of dropouts from affluent families. This kind of instruction is very expensive and could only have been accomplished with the assistance of the Federal Government.

These experiences are not isolated incidents, but have been chosen to illuminate the board impact of ESEA on a wide spectrum of children. We all have a stake in seeing that poor boys and girls from Baca County have the tools they need to function in society. We all share a responsibility to insure that Chicano children in the San Luis Valley and minority children from inner-cities are given the same opportunity for a quality education that now only some children enjoy, but that all children deserve. We cannot afford to waste the talents and the contributions of those dropouts who need a second chance.

We in the National Council of Jewish Women believe that children and their welfare should be the number one national priority. Their well being—their education is a responsibility that we all share, and we believe that the Federal Government has a major role to play in the support of public education. So we have been dismayed by the President's fiscal 1974 budget for education, which apparently reflects an administration view that the Federal Government has a very limited responsibility for the education of its children. We particularly deplore the cuts in programs for the poor and disadvantaged which will result from the dismantling of ESEA. We are, therefore, very happy that H.R. 69 recognizes the necessity for continuing Federal leadership in education and for stronger Federal financial support to these educational areas of greatest need.

I thank you for the opportunity of appearing before this committee.

Mr. **Andrews** [presiding]. Thank you very much, Mrs. Frieder. I am sorry that you were left with only a pitiful skeleton of a committee to hear this excellent testimony.

I am sure you understand the pressures of time here. The House did reconvene at 12 o'clock, and there are two matters that have to be voted on. You know at home, no matter how well we do in here otherwise, if the local newspaper indicates there was a vote on the House floor and if any of us was absent and did not vote, we become deprived Congressmen, so to speak, with no ESEA or other funds to help alleviate the situation.

Let me ask you a few questions.

I was impressed by the fact that you mentioned there four specific illustrations in a State, Colorado, which I know too little about, but I presume does have very excellent schools that are operated probably without any ESEA funds.

Mrs. **Frieder**. Yes, sir.

Mr. **Andrews**. That leads me to speculate as to what extent the per pupil expenditure in Colorado derives from State versus local funds? Could you explain that to us?

Mrs. **Frieder**. I have been away from the State for a year, but it is approximately 30 percent, 33 percent, maybe 35 percent now from the state; but probably not more than that. The remainder is about 8 percent from Federal with the rest from the local district. A very large proportion, more than 50 percent, comes from the local district.

Mr. **Andrews**. I would suggest that while it is not within the realm either of legislation that you came here to support, nor certainly within the purview of my responsibility to suggest what Colorado should do, but for whatever it is worth, I would say to you that in my State of North Carolina, even though we do have many problems, many of which have been assisted by ESEA funds and I hope will continue to be, I do not believe we have the extreme problem that is indicated by any of the four examples you use. I think probably, our total expenditure per child is less than Colorado, and yet we do not have such extreme lows and highs, as Colorado, because our system provides for more like 70 percent of the per pupil expenditure to come from State sources.

Hence, we can make per pupil expenditures relatively uniform regardless of the financial conditions of the school district that any particular child might attend. Perhaps you and your fine organization could not only try to benefit the disadvantaged, be it economical or otherwise, by your appearance here, as I assure you, you have done, but maybe you would be persuaded to try to exercise similar influences upon the legislature and others in the State of Colorado.

Mrs. **Frieder**. Mr. Congressman, we have so testified. We are very much in accord with your point of view, and we do recognize this and have worked very hard for many years to increase State support. As a member of the State board of education, I too have worked for higher State support, and testified for it.

Mr. **Andrews**. Very good. May I do something that I have been tempted to do all morning and yesterday, but have not had the nerve to do because I was listening to those whom I considered to be much more competent than I, and maybe this is a little bit risky.

I will not ask you to try to identify for us which of the programs within ESEA or within the various titles that have been discussed here, in your opinion, are best, and which are least good in the event that it becomes necessary that some moneys be stopped, so to speak, but I would like to offer you an opportunity, if you should choose, based on your experiences, to indicate which of the titled moneys might be most advantageous to, as someone has been saying, little Johnny down at the end of the line.

I would not push you to do that because I know if you identify some are better, you are automatically identifying others as less good, and maybe you would prefer not to do that, but I would like you to have that opportunity.

Mrs. **Frieder**. Thank you. I would testify on the basis of the resolutions of my organization, The National Council of Jewish Women. This would be their viewpoint that I try to reflect which is that so far as the various titles are concerned, their major concern would be for title I.

Mr. **Andrews**. Good. You are the only one, I believe, of all of the witnesses, who has indicated title I as being preferable.

Mrs. **Frieder**. The council would prefer that we have them all, but their major concern would be for the disadvantaged youngster—economically disadvantaged and educationally disadvantaged. The other titles, while they relate to the disadvantaged, are not focused as sharply on it as title I.

Mr. **Andrews**. I see. I had wondered why someone had not spoken to that point. I noticed the last gentleman placed them in numerical order, I, II, III and IV, and stated how his State could not get along without any of them, and yet, it is quite possible that either we, as a committee, or the Congress, as a whole, may reach the point of consideration where we say perhaps we cannot continue to fund even as well as we now do all of the categories, and hence, they talk about priorities, that we should establish priorities, but all of the witnesses seem to place top priority on each of the titles.

Someone may have to dig a little deeper than that and I appreciate the fact that you have done so. Please convey as best you can the thanks of the committee, not only to yourself, but to the fine people of your organization, not only for your appearance here, but for the work you have obviously done in recent years in helping to accomplish what this committee and the Congress would hope to accomplish it in our country.

Thank you very much for coming.

Unless there is something further then, we will adjourn the committee until 9:30 a.m., Monday, March 12, 1973.

Whereupon, at 12:10 p.m., the subcommittee adjourned, to reconvene Monday, March 12, 1973, at 9:30 a.m.

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

MONDAY, MARCH 12, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor.
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins, Chairman of the Subcommittee, presiding.

Present: Representatives Perkins and Ford.

Staff members present: John F. Jennings, majority counsel; and Christopher Cross, minority legislative associate; Eydie Gaskins, special assistant; Toni Painter, secretary.

Chairman **Perkins**. The Committee will come to order. A quorum is present.

Come around, Congressman Hogan. It is a pleasure to welcome my colleague this morning. I know you have some distinguished witnesses that you want to introduce. You have always been very helpful to the Committee in the passage of important school legislation, and we know of your interest in this field.

You can proceed in any manner that you prefer, Mr. Hogan.

STATEMENT OF HON. LAWRENCE J. HOGAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MARYLAND, ACCOMPANIED BY CARL HASSEL, SUPERINTENDENT, PRINCE GEORGES COUNTY SCHOOL

Mr. **Hogan**. Thank you very much, Mr. Chairman. I appreciate those kind words. I would like to commend you for your introduction of H.R. 69 and for the many worthwhile programs.

I would like to hone in on one aspect of that which is particularly important to my district, and that is, the continuation of impact aid. I am grateful that you, and hopefully your subcommittee and full committee, agree that this program is essential, and that it should be continued.

I have brought with me today the superintendent of the Prince George's County School System, Dr. Carl Hassel. I will briefly summarize my remarks, Mr. Chairman, with a request that my statement be inserted in the record.

Chairman **Perkins**. Without objection, all of the prepared statements will be inserted in the record.

[The statement referred to follows:]

STATEMENT OF HON. LAWRENCE J. HOGAN A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MARYLAND

My name is Lawrence J. Hogan. I am a member of Congress from the Fifth District of Maryland. I bring with me Dr. Carl Hassel, Superintendent of the Prince George's County Schools, who heads the tenth largest school system in the nation. Dr. Hassell has just been through the largest court ordered busing in history. As if this were not enough, his schools are now facing a real financial crisis. I am sure Dr. Hassel's statements will be helpful in your deliberations.

Before Dr. Hassel speaks I want to make a few brief comments on H.R. 69 and specifically impact aid.

Equity is the basis for impact aid. Since local school districts currently rely on the property tax to finance their operations, equity requires that all businesses—the employers of parents of our school children—pay their fair share of the property tax. Since the employer in this case is the federal government, and since federal property is tax exempt, it is only fair that the portion of the federally connected child's support attributed to the employer be paid as impact aid, or in some other manner, to the local school district for services rendered.

As an alternative there could be federal payments in lieu of taxes for certain federal properties. I have recently sponsored with Congressman Joel Broyhill such a proposal. However, this proposed legislation may be difficult to enact and certainly not timely. Educational revenue sharing could likewise deal with the problem but we have yet to see what may be proposed.

Timeliness of payment is another matter of importance. School districts must balance their budgets by July 1 of each year. In order to do this, the amount of impact aid must be stable to develop reliable estimates of revenue. The County, in turn, must look ahead because every $1 million of impact aid means 3 cents per $100 on property taxes.

Prince George's County Schools submitted to the County Executive on March 1 the budget for the fiscal year 1974. Yet they are still facing for 1973 a situation where impact aid at full funding is $14 million, at last year's rate $11 million, and as proposed to be paid by the Office of Education a little over $4 million. What can be forecast for next year? Certainly another 20–25 cents per $100 on what may already be the highest property tax in metropolitan Washington is not feasible.

I submit that the present approach to federal budgetry is irresponsible and inequitable—irresponsible because school districts have balanced their current budgets nine months ago and now face substantial deficits because of the Administration's position; inequitable because all the evidence supports continuation of impact aid in some form because it is right.

Mr. HOGAN. I would like to say briefly, and rely on Dr. Hassel for indepth discussion of this issue, that I cannot agree with the administration's plan to cut impact aid.

The fact that there are two categories of impact aid, A and B, A relating to those living on Government reservations, and B, those whose employees live off of those reservations. To me, the Federal Government has a responsibility in both of those areas, not in only one.

In our school system, Mr. Chairman, the tremendous growth of the Federal Government in the Washington area has required our school system to launch a tremendously expensive school building program to educate the children from the families that come to this area to work for the Federal Government.

So, whether or not they are actually living on a Government reservation is immaterial. We have withstood this tremendous cost because of the impact of the Federal establishment here.

The other factor relating to this is that the employers of parents of most of our children pay property taxes. Thirty-nine percent of our employees work for the Federal Government and their employer pays no local property taxes.

I might say as a side bar, Mr. Chairman, that Congressman Broyhill and I have introduced legislation which would require the Federal Government to pay a payment in lieu of property taxes, because of this fact.

The Federal Government is the largest property owner in my district, so I think there is ample justification, Mr. Chairman, and I know that you agree with us on this point, and we are deeply grateful for that, impact aid should be continued.

I would like, at this point, to introduce Dr. Carl Hassel.

STATEMENT OF DR. CARL HASSEL, SUPERINTENDENT OF SCHOOLS, PRINCE GEORGES COUNTY, MD.

Mr. HASSEL. Thank you very much, Mr. Chairman. My name is Carl W. Hassel, Superintendent of Schools of Prince George's County, Md.

Prince George's County, as you know, is located adjacent to Washington, D.C., and is home for 800,000 people, many of whom have moved to this area to work for the federal government.

Twenty years ago our school enrollment was 35,000. We have grown to one of the largest school systems in the Nation with over 160,000 pupils being educated in our 240 public schools. In order to implement a quality educational program, the school system has over 16,000 employees making it a vital element in providing employment to residents.

To support this educational system our 1973 school budget exceeds $160 million. The principal source of our revenue is the property tax and the personal income tax paid by our residents.

Employers also pay property and corporate income taxes. The current property tax rate is the highest in the Metropolitan Washington, D.C., area and one of the highest in the country. A significant factor contributing to the tax rate is the high amount of federally owned acreage which, of course, is not eligible for tax purposes.

The basic rationale for Public Law 874 is to provide financial assistance to school districts whose available local and State revenues are adversely affected by the added obligation of providing public education to the children of parents who live or work of Federal property.

Since the costs of education are largely met by the imposition of taxes on business and residential properties, school districts in which Federal installations have been constructed are deprived of a source of revenue but not relieved of the obligation of educating the children of Federal employees.

The fact that local educational agencies have been unduly burdened by Federal installations within and nearby their jurisdictions has been recognized by the Federal Government, specifically in Section 3 of Public Law 874.

Any effort on the part of the Federal Government to discontinue or reduce aid to impacted areas would be a denial of an obligation it has long acknowledged. Although the impact aid program has provided financial assitance to school districts in which Federal installations are located, it has been misinterpreted by some people.

The influx of the children of federally employed parents has added, and continues to add, materially to the costs of education in impacted areas. To precipitously deny to these areas the financial assistance presently provided by Public Law 874 would subject them to serious financial problems that the Federal Government has admittedly caused.

Any effort to curtail assistance to areas affected by Federal installations should be vigorously opposed. In a society in which education has and is playing such a vital role, and in which education has done so much to promote the welfare of the people, this is no time to dilute its effects by withholding funds from school districts to which they are justly entitled.

The current proposal by the administration to revise the impact area aid program would, in my judgment, destroy the intent of the legislation and further burden the citizens of Prince George's County.

This proposal would exclude children of Federal employees from the program unless their families actually live on a Federal installation or they were members of a uniformed service.

Thus, under Public Law 874, "A" children would continue to qualify, and most "B" children would not. Under the existing eligibility criteria we claim over 53,000 students or one-third of the total enrollment. If the administration's revisions are imposed the number of eligible students would drop to approximately 10,000 students.

In terms of payments, a recent survey report indicates the revenue lost to Prince George's County would be approximately $8 million. Although the entire State of Maryland would suffer greatly—a reduction of approximately $20 million—the effect of such a proposal on my county would be devastating.

If such a loss revenue were to be made up by existing sources, an increase of approximately 24 cents per $100 accessed valuation on property would be required. Frankly, I believe the already weary taxpayers in our county would truly revolt.

We have been faced with other issues of significance in the last months, and have already expended funds to carry out court ordered desegregation at a rather substantial rate.

Our citizenry has been generous in their support of education. Of the estimated $1,000 required to educate each student, approximately 64 percent comes from local funding. It hardly seems equitable that Prince George's County should receive reduced payments in lieu of tax revenue considering the fact that over 30 percent of the county's school population is currently eligible under Public Law 874.

Mr. Chairman, you and the other members of this subcommittee are aware that the impact aid formula is a recognition of the tax burden which Federal installations make upon the public. In fact, the school tax revenue which this property would generate is more then the total amount of impact aid our county receives.

Therefore, it is difficult for me as superintendent of schools to understand why the President and his administration are trying to further reduce Public Law 874. If anything, it should be increased to a more equitable level.

I do not have to tell this committee what crisis exists in financing public education. The current proposal would deal an almost fatal blow to the educational program in many parts of the country and particularly in Prince George's County.

The $8 million loss could not be absorbed by the property owners.

The end result would be to further reduce the minimal program planned for next year. Significant increases in class size and the release of vital personnel are only a few of the measures we would be forced to take.

The effects of President Nixon's proposal would be long-lasting and make it virtually impossible to provide quality education for the children in Prince George's County. Although the major portion of my statement deals with impact aid, I do not want to neglect the other programs which face severe reductions or elimination if the administration's educational proposal is adopted.

The various titles of the Elementary and Secondary Education Act have stimulated some of the most significant exemplary programs in the history of American education. And while all programs under ESEA have not met with great success, a large number have provided educational and supportive services to disadvantaged and handicapped children which would not otherwise be available.

Mr. Chairman, you have heard witnesses from other school officials in Maryland as to the benefits of ESEA. In the interest of time I will not recapitulate their testimony. However I would like to emphasis that an elimination of programs, particularly title I could not be financed at the local level.

In addition, it would be impossible to absorb the employees currently working in these programs into the regular operation of the school system. The administration is proposing to substitute special educational revenue sharing for these categorical programs.

This concept appears to have merit, however, I believe greater attention needs to be given to the delivery system for expeditiously getting these funds to the local level. Educational revenue sharing is not a bill as yet. In the judgment of many legislators it may be some time before one is developed.

Those of us responsible for establishing budgetary requirements at the local level need stability in Federal programs in order to reasonably predict revenues. Already a chaotic situation has arisen in trying to estimate revenues from Federal sources for fiscal year 1974.

In many school districts, my own included, the 1974 school budgets have been submitted to the fiscal authorities. Obviously the unknown factor is the amount of Federal funds we can expect to continue current programs.

Special education revenue sharing may well be the direction to take in the future. However, let us not abruptly end those programs which are so vitally needed. If reductions are needed let it be a gradual process in order to permit the necessary adjustments at the local level.

Mr. Chairman, I support H.R. 69 which will extend the Elementary and Secondary Education Act and Public Law 874 for 5 years. These programs are equitable and have demonstrated ability to bring immediate relief to local school districts.

I urge this committee to use the limits of its' influence in securing the passage of H.R. 69.

Chairman **Perkins**. Superintendent Hassel, I have a couple of questions.

I have always supported impact aid and all school legislation, I still believe in impact aid and if we can improve it, we want to do just that. I deduce from your statement that you feel the administration's proposal of special revenue sharing which would merge these programs together, would be very detrimental to the schools in your section, am I correct?

Mr. HASSEL. I think that this is true, particularly during the period of interphase when you are considering or the administration is considering totally phasing out public law 874 with no assurance of replacement at this time.

Chairman PERKINS. Do you think that it would be detrimental to your school system to receive funds from the State level in lieu of title I and impact aid under this so-called special revenue sharing plan?

Mr. HASSEL. I agree with you, that is correct.

Chairman PERKINS. Now, Congressman Hogan, you and Congressman Broyhill have introduced legislation to replace the impact aid program with a program that would pay local school districts the amount of real estate taxes which you say the Federal property ought to pay.

My question is, do you have any statistics on how payments, under your bill, compare with present impact aid payments? I am trying to find out whether it would be an improvement or not.

Mr. HOGAN. No, Mr. Chairman, we do not have those figures because it is difficult to determine on what basis the formula would be arrived at. What we were actually doing was trying to find a way to build a beachhead against the erosion of impact aid with something that would make sense on an economic basis.

I know that the impact aid question, which has been here in a short time that I have been here, and in every Congress it has come up, and in every Congress we fought and succeeded in beating it back, but I have a feeling that there is some slippage each time and I hope——

Chairman PERKINS. But you do not have any fixed statistics at this time?

Mr. HOGAN. No. Mr. Chairman, I do not.

Chairman PERKINS. The second part to my question directed to you is that since your real estate taxes are determined according to assessments, how would your bill determine the assessments?

Who would make those determinations? In other words, for Federal military bases, would the assesments be done by local county assessors?

Mr. HOGAN. I do not think it would be possible constitutionally for the local county assessor to assess Federal property with the supremacy of the Federal Government in relation to the local government. What I would hope would happen is that Congress would set up some kind of a formula which would be applicable, perhaps a percentage of the local assessment or whatever it might be.

Chairman PERKINS. We would have to have some value as an indicator if we followed your suggestion.

Mr. HOGAN. Yes, and I assume local assessments would be a base for beginning some kind of an equitable formula.

Chairman PERKINS. What is your view on that, Dr. Hassel?

Should we hold fast to our bill, or could we improve it, in your opinion? What is your suggestion along those premises?

Mr. **Hassel.** It seems to me if public law 874 is in the process of being phased out, that an equitable quid pro quo would be some payment in lieu of taxes by the Federal Government, perhaps a Federal assessment bureau that would interphase with local jurisdictions to provide at least a fair way of determining what the effect of the loss of those taxes are going to be.

Chairman **Perkins.** Do you have any suggestions to offer the Committee at this time on how we can improve impact aid legislation?

Mr. **Hassel.** I suppose the simplistic answer on any improvement of impact aid legislation is to continue it at the moment. Now, if you are faced with the realities of losing an entire, losing your head or an arm, I suppose you would rather lose part of an arm from time-to-time than lose your head completely.

I would suggest that a graduated decrease, wherein the local school administrator and board of education could do some planning would be of some assistance.

Chairman **Perkins.** One concluding question. What suggestion would you offer to the committee in connection with elementary and secondary education to the disadvantaged? Should we more adequately fund title I or move on to general aid.

Mr. **Hassel.** We do have problems I think in the local jurisdictions in handling categorical programs many times. There tends to be some overlap. There tends to be some inefficiency. Could there be an interphase between the general aid program with certain minimal considerations for categorical programs that would be identified as being aimed at the disadvantaged, particularly in such a way that you could make sure of two things;

One, that the general aid program would be effective at the local level and be broadly dispersed, but secondly, that you would not lose the opportunities and responsibility that the local school system has for providing additional assistance and leadership and educational programs and assistance for those in particular need?

Can there be some marriage of both of these concepts so that at least the minimal requirements would be met under a categorical program concentrating in the title I area?

Chairman **Perkins.** Which deserves priority, the disadvantaged or a general aid program?

Mr. **Hassel.** In my opinion, a general aid program would have far reaching benefits and would begin to release funds locally for continuation of the disadvantaged schedules and programs which are underway, provided you write into the legislation some restrictions in that respect.

I suppose I am being asked to decide which of two good things you want.

Chairman **Perkins.** At what dollar figure should we hold title I before we go to general aid to make sure the disadvantaged received priority?

Mr. **Hassel.** I see no reason why it could not be an override to a general aid program and continue it at its present level commensurate with what the requirements of the local district would be.

Chairman **Perkins.** Mr. Ford?

Mr. **Ford.** Thank you, Mr. Chairman.

It is a pleasure to see our colleague, Mr. Hogan, here and to see Superintendent Hassel whom we have worked with in the past.

Because of the great similarity between Prince George's County and the district that I represent as a suburb of Detroit, I have been watching with more than passing interest the events in your school district over the past few years, and particularly this past year.

First, I have been puzzled, Congressman Hogan, by the bill that you and Mr. Broyhill put in. It was written in a way so that it did not come to this committee, and we are not sure where it did go, but it is either in Ways and Means or Judiciary as a tax measure.

I am somewhat concerned about what kind of strings a tax-writing committee might put on education funds as opposed to this committee. Do you have any idea why it was written to go in that direction instead of coming to the Education Committee?

Was that inadvertency on the part of the draftsmen?

Mr. HOGAN. It was not intentional, Mr. Ford.

Mr. FORD. Excuse me, I am informed that it went to the Interior Committee. How that happened is beyond me.

Mr. HOGAN. I have no idea. I would have assumed that it would have gone to Ways and Means. I did not know it went to Interior.

Mr. FORD. Because of public lands.

Mr. HOGAN. I suppose it could have gone to one of four committees and the speaker, in his discretion, put it there.

Mr. FORD. Since Broyhill wants to tax the Pentagon, I do not know why they did not send it to the Armed Services Committee. I feel if I had a district with Arlington Cemetery and the Pentagon, this would be a pretty good deal for me, but I do not have those things, and I do not know that you have those kinds of installations in Prince George's.

What kind of government installation, other than Andrews Air Force Base, would you be able to tax in anything close to a replacement value for what the private development would be if it were not there?

Mr. HOGAN. We have the Environmental Services Agency, the Weather Bureau and adjuncts of that.

Mr. FORD. Let me put it another way and maybe Superintendent Hassel can answer that. It is obvious from looking at the figures in your statement that the mast majority of the children that are now receiving 874 money are category B children.

So, there is only a small portion of the children who are military connected living on military installations in Prince George's County. Do you know how many of the parents of the children you are educating in Prince George's County are employed by the Federal Government outside of the jurisdiction of Prince George's school district?

What percentage?

Mr. HASSEL. Dr. McKenny, who is in charge of our Federal aid areas, informs me that approximately 50 percent of the parents of category B children actually work on Federal installations in Prince George's County.

Mr. FORD. So you are sort of at the tipping point of which way to go. Would you agree with me that one of the virtues of the formula for distribution of funds in 874 and 815 has been that the money follows the child to the school district that ends up with the responsibility of educating the child without regard to where the Federal property is located, without regard to where the parent is employed?

Mr. **Hassel.** This is true that it follows the child, and I think that has been helpful in that respect.

Mr. **Ford.** I think as superintendent you are very much aware, as everyone else is in this country, of what has been moving in the courts since the Serrano decision in California, indicating that the residence of a child should not be a function of the ability of the principal source of funds for school support. So that in fact, you are discriminated for or against because of where you happen to live in relation to school districts and property tax base.

Isn't it correct then to assume that any scheme that attempts to emphasize the location of property and identity that with the ability of that school district to support education is going to aggravate the situation that already exists with regard to Serrano?

In short, what I am saying is doesn't this alternative to 874 fly in the face of what the courts tell us they are going to do?

Mr. **Hassel.** I think you would have to find out when the impact of the Serrano case is really going to be felt nationally and in States such as Maryland, and places such as Prince George's County. Superintendents are probably notoriously shortsighted when it comes to the problems of deprivation of funds for an ensuing school year.

We would like to think we are farsighted when it comes to educational statesmanship, but we have immediate problems that bother us, and I suspect you are right. You have a paradox here.

It is a long-range paradox, perhaps the Serrano movement showing equality of effort regardless of where the child lives, and certainly I would have to, in theory, support that general conception.

Mr. **Ford.** We are being told by school people across the country, particularly those in States where they have already had court action, or court action is pending, that the only possible hope they have to comply with is the spirit of Serrano without a diminution of support for some children who now have a better deal than others, would be by very substantial Federal assistance coming in from outside to help make up the difference and be the leveling device.

One of the interesting things about that is that a number of people have, without realizing it, described the distribution formula of the present impact aid. They describe, without using categories and so on, the very principle that is involved here in having the money follow the child to the place where the responsibility for education rests without regard to where the father works and what the value of that property might be, or what kind of a governmental function it is—military or nonmilitary.

I would like to go over these figures with you to get some idea of the consequences of the present budget propsals on a county such as yours. You indicate on page 3 that under public law 874 at the present time, you have 53,000 students or one-third of total enrollment who are qualified as federally impacted children.

Is that correct?

Mr. **Hassel.** This is correct, sir.

Mr. **Ford.** Then you come to the conclusion if the administration's revisions are imposed, the number of eligible children would drop to approximately 10,000. Does that mean that you have 10,000 category "A"?

Mr. **Hassel.** These are 10,000 category "A," and part 1 of category "B."

Mr. Hogan. In other words, the military is exempted from the cut too.

Mr. Ford. Which would be 10,000? Are there that many?

Mr. Hassel. Sir, 2,000 in category "A" and 8,000 in the first part of Category "B."

B-1, perhaps we might call it.

Mr. Ford. We are not sure how we intend to do it, but we are referring to new category "B" for a person who is now category "B" except their parent works in the military instead of civilian.

Mr. Hogan. Uniform, yes.

Mr. Ford. So, you have only 2,000 "A" out of 53,000?

Mr. Hassel. That is correct.

Mr. Ford. And the other 8,000 that is in the 10,000 is part of your present category "B."

Mr. Hassel. The first part.

Mr. Ford. As you understand it, if the proposals in the budget were to be carried into effect legislatively or administratively, you would pick up only those 10,000 children.

Mr. Hassel. We would pick up $3.4 million rather than $11.4 million which really represents only about 73 percent of our full entitlement. Full entitlement would be $14 million. So, we would lose either $8 million or around $11 million.

Mr. Ford. I assume you have examined the budget. As you have noted in your statement, the administration has not sent us any proposed legislation to implement this, but presumably there are some things that the legislation will contain on the basis of the justification for the budget. In the justification for the budget, there is an indication that impact aid, as well as a number of other titles of the Elementary and Secondary Education Act would be lumped together and the funds now going to those programs would be sent to the State in some manner, and the State would then presumably redistribute them.

So that in the budget there is an item of $2.5 billion for so-called education revenue sharing. That is offset unfortunately with a little bit of a deficit by zeros showing behind the amount of money to be spent in the coming fiscal year for a number of formula grant programs, as distinguished from the application grant programs.

I do not know if you have noticed that you will still deal with the Office of Education on the ones you now file the big applications for, and the ones on impact aid, that you get through the computer, are going to go through the State capital.

Given the pressures that the State of Maryland has on its resources for support of public education, would you care to speculate, either you or Congressman Hogan, on what your chances would be, assuming the same limited amount of money went to the State of Maryland at the State capital level, of getting the same share of that money you now get by virtue of the formula sending it directly to Prince George's?

Mr. Hogan. I think we would have a problem in that regard, because unfortunately, for as far back as my memory goes, the State government has been very Baltimore City oriented, and suburban Washington has been kind of a stepchild as far as the legislature and executive branch of the State government is concerned.

I think it would be a bad situation. I would prefer to have it come directly to Prince George's. I do not know how Dr. Hassel feels about that.

Mr. **Hassel.** I cannot help but agree with that, because the middle man can be the disburser, and sometimes it would be to our detriment. I expect there would be a lot of blood letting in the State legislature before it would be over.

Mr. **Ford.** Prince George's has recently undertaken the busing program ordered by the Federal court for the desegregation of its schools. Are you receiving any Federal emergency school assistance funds to assist you in this effort?

Mr. **Hassel.** We have made application for ESEA funds. I think our application is pending in Philadelphia. It goes through State authority and is limited by the number of dollars that were made available to the State.

There are other people in the State of Maryland who are asking for funds in that program despite that fact that in our own personal opinion we are the leaders in terms of present school desegregation.

We have not received any assurances that we will be granted anything, although our application is receiving very sensitive review I understand at the moment.

Mr. **Ford.** From reading the newspapers, there have been various figures about the additional cost you will experience this year and what you anticipate for the coming school year as a result of the court order.

Could you give me in round numbers what it is going to cost you to comply with that order?

Mr. **Hassel.** We believe that in order to comply with that portion of the order that requires additional movement of students, that portion alone will require something in excess of a million dollars.

Mr. **Ford.** But ESEA was intended to go beyond paying for busing. As a matter of fact, it is questionable whether they can help you with that part.

Mr. **Hassel.** That is right. We are not really applying for aid in that area.

Mr. **Ford.** The money you are asking for is for all of the other things that go with a conscientious effort to meet the goal.

Mr. **Hassel.** To equalize educational opportunity and to equalize education.

Mr. **Ford.** How much money have you asked for?

Mr. **Hassel.** $1.7 million, the majority of this goes——

Mr. **Ford.** That is for the balance of this year.

Mr. **Hassel.** No, it is starting July 1.

Mr. **Ford.** You have not asked for anything for this year.

Mr. **Hogan.** We are not eligible for it until after July 1.

Mr. **Ford.** Why is that?

Mr. **Hogan.** Isn't that the way the law reads?

The legislation reads that way. In other words, Prince Georges County has had to find money to finance its additional expenses related to the additional busing. I understand that nature helped us in this regard with no snow this year.

We saved some money in the budget, which has helped some.

Mr. **Ford.** Counsel is advising me that it is not the law that you cannot apply, but that the administration put an arbitrary $20 million limit. That is interesting since the budget last year had $1 billion in it for that program, and they agreed finally to spend $20 million out of $1 billion.

That program sure is setting a new record for saving money.

Mr. **Hassel.** I might point out that we are now being released from the freeze on new Federal appropriations that HEW had imposed on Prince Georges County by virtue of its claim that we had not complied with the Civil Rights Act.

Mr. **Ford.** One last question. From the witnesses who have been before the committee and from inquiries I have made, there seems to be some confusion about how the U. S. Office of Education, HEW, is dealing with the problem of title I funds and the bussed children.

When you readjusted your school attendance area, prior to that time I assume in compliance with new HEW guidelines that went into effect last year, you started targeting title I funds to specific schools with a relative high concentration of economically deprived children living in the school attendance area.

Mr. **Hassel.** This is correct.

Mr. **Ford.** That figure is not the number of poor children actually attending the school, but those living in the area that was on the map as a school attendance area.

Mr. **Hassel.** That is right.

Mr. **Ford.** And you used census data for this. Now having arranged the concentration in the school, I assume you established programs that take into account that a school with a relatively large number of economically disadvantaged children needed such things as remedial reading and so on.

Is that correct?

Mr. **Hassel.** This is correct.

Mr. **Hogan.** This is one of the paradoxes of this when HEW declared us in noncompliance, they cancelled $1 million grant for a right to read program at one such school.

Mr. **Ford.** With respect to title I funds that go to Prince Georges by the formula, and then distributed within Prince Georges, you comply with HEW direction to concentrate funds in a particular school, and now the Federal court says that you will reassign children not on the basis of educational achievement, but only on the basis of race.

Mr. **Hassel.** That is correct.

Mr. **Ford.** Suppose you have children in one of your target schools who as a result of the court order are now bused to a school that is not a target school, and they are in a right-to-read program, speech therapy or whatever you are doing to help these children, does the money in the program follow the child to the new school or do you bus him away from the program?

Mr. **Hassel.** I think both have really happened. Dr. McKinney, do you care to answer? We have had to requalify or have recertified those schools which we are now going to use as target schools, and have had that process underway.

The program is continuing, but in a different set of schools.

Mr. **Ford.** Just a minute. HEW guidelines say you will pick a target school not on the basis of who actually attends it, but on the basis of who lives in the school attendance area.

Mr. **Hassel.** That is correct.

Mr. **Ford.** That is how you get the target school. Now you are busing out of the school attendance area or into, depending on which way you look at it. People are crossing former school attendance area.

What happens to the child who needs supplemental education under title I who is now bused away from the school that has title I program to a school that does not have it? Do you send the money after him, or does it stay where he would have been going had he stayed there?

Mr. **McKenney.** Congressman Ford, if the new school to which the student is assigned does not qualify under new enrollment figures and characteristics of that school, then that child would have to be eliminated from the program. We have tried to make some local adjustments in the schools that would no longer qualify for title I to make up this deficit, but it is impossible, and in Prince Georges County we had approximately 5,000 children before our busing order in our title I program and as a result we lost approximately half of those children.

So, we had to requalify the new school communities based on the enrollment after the desegregation order.

Mr. **Ford.** But let's carry this through. Presumably, the purpose of the desegregation order is to equalize educational opportunity. Mr. Coleman's report is most frequently used as a basis for this.

Recognizing that there is a high correlation between race and economic deprivation in this area, one might suspect that there would be not intentionally but accidentally, at least, this correlation carried through on the census data. That was what was in the mind of the Congress when we wrote the formula for title I.

But now, you have a situation where theoretically you are going to equalize the populations of the school districts by moving them, reassigning them or however you do it. How can you then carry out the HEW directive of concentrating by selecting only some schools who will get title I funds, and selecting other schools that will not if, in fact, you have equalized as the Federal court has told you to do?

Mr. **McKenney.** I think the Federal court order——

Mr. **Ford.** I am not asking you to do the job now. What I am trying to do, and maybe I am putting you on the spot, is get to the dilemma that is involved here in having the Federal Government from the same agency tell you to do two different things.

What I would really like you to do, rather than put you on the spot, is give this committee the benefit of whatever correspondence or communication you have had with HEW that has led you to follow the policy that you have now adopted because it seems to me that not everybody is being told to do the same thing to solve the problem.

[Information submitted after the close of the hearing follows:]

PRINCE GEORGES COUNTY PUBLIC SCHOOLS,
Upper Marlboro, Md. March 22, 1973.

Hon. CARL PERKINS, *Chairman,*
U.S. House of Representatives,
Committee on Education and Labor,
Rayburn House Office Building,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: On March 12, 1973, I represented the Prince Georges County, Maryland Public School system along with Dr. Carl W. Hassel, Superintendent, in providing testimony in support of H.R. 69.

During the testimonial session it was brought to your attention that the mid-term implementation of the desegregation plan in the Prince George's County Public Schools resulted in a major dispersion of previously eligible ESEA Title I students to schools which did not qualify after the desegregation plan was implemented. At that time you requested information relative to the interpretation of the ESEA Title I guidelines which resulted in loosing a substantial number of Title I participants.

Attached is a letter from Dr. Percy V. Williams, Assistant State Superintendent in Maryland written to Dr. Robert J. Shockley, Assistant Superintendent for Instruction in the Prince George's County Public Schools. You will note that the reply from Dr. Williams with regard to Title I funds following students clearly states that the guidelines prohibit this procedure if the new schools to which students are assigned become ineligible under Title I.

In addition, I am sending you copies of memoranda which provide data on the Title I enrollments, by school, before and after the implementation of our desegregation plan.

I trust this information will satisfy your request.

Sincerely,

GEORGE E. MCKENNEY,
Supervisor of Federal/State Assistance.

OPERATION: MOVING AHEAD,
PRINCE GEORGE'S COUNTY PUBLIC SCHOOLS,
Suitland, Md., March 5, 1973.

MEMO

To: Dr. Carl W. Hassel,
Dr. Robert J. Shockley,
Dr. Lewin A. Wheat,
Dr. George E. McKenney.

From: John F. Lynch.

Re: Enrollment Data for February 1973 (Revised after desegregation).

School	K	1	2	3	Total	Percent in O:MA[1]	New O:MA pupils
Accokeek[2]	31	13	17	33	94	46	94
Baden				67	67	59	1
Beaver Heights	26	44	32	26	128	51	58
Brandywine	64	22	39	38	163	43	50
Brentwood	6	24	28	39	97	59	0
Capitol Heights	31	41	52	29	153	52	87
Carmody Hills	13	32	32	37	114	42	82
Colmar Manor	5	31	56	35	127	54	1
Douglass	26	20	24	27	97	51	0
Edmonston	19	28	31	32	110	63	0
Greendale	19	37	35	36	127	58	101
Henry Ferguson[2]	21	25	38	26	110	42	110
Hyattsville[2]	31	34	48	49	162	47	122
Kentland	54	110	62	64	290	70	107
Kettering[2]	22	34	37	46	139	37	139
Laurel[2]		49	20	25	94	53	94
Lyndon Hill	25	69	42	43	179	67	94
Matthew Henson	37	65	59	50	211	60	134
Morningside[2]	24	37	47	44	152	50	72
Mount Rainier	19	27	34	34	114	54	0
Orme	56	54	65		175	60	19
Paint Branch[2]	31	23	55	63	172	55	147
Palmer Park	27	49	58	37	170	59	103
Patuxent	37	17	32	45	131	31	0
Randolph Village[2]	23	35	27	34	119	41	119
Riverdale[2]	55	91	59	60	265	63	201
Riverdale Hills[2]	35	43	47	30	155	54	98
Seat Pleasant	35	69	48	50	202	77	140
Tall Oaks	14	15	21	31	81	38	0
Templeton[2]	51	60	49	49	209	55	161
Total public schools	837	1,197	1,194	1,179	4,407		2,334
Percent in O:MA	45	57	55	53	53		53

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[1] Percent of total K–3 enrollment identified for O:MA program.

[2] Schools new to the O:MA program (after desegregation).

OPERATION: MOVING AHEAD,
PRINCE GEORGE'S COUNTY PUBLIC SCHOOLS,
Suitland, Md., March 5, 1973.

MEMO

To: Dr. Carl W. Hassel,
Dr. Robert J. Shockley,
Dr. Lewin A. Wheat,
Dr. George E. McKenney.

From: John F. Lynch.

Re: Enrollment data for September 1972 to January 29, 1973 (before desegregation).

School	K	1	2	3	Total	Percent in O:MA[1]
Arrowhead	33	12	52	50	147	54
Baden	31	29	41	46	147	49
Beaver Heights	31	30	39	50	150	56
Bradbury Heights	31	50	65	69	215	59
Brandywine	55	17	42	44	158	46
Brentwood	8	19	30	41	98	59
Capitol Heights	35	44	72	73	224	63
Carmody Hills	10	11	28	44	93	28
Colmar Manor	5	28	52	33	118	55
Doswell E. Brooks	47	34	57	76	214	55
Douglass	26	19	24	27	96	50
Edmonston	20	30	30	27	107	70
Fairmount Heights	46	43	68	78	235	80
Greendale	----------	29	49	40	118	47
John Carroll	43	51	57	66	217	72
John E. Howard	33	34	62	61	190	61
Kentland	45	69	74	80	268	64
Lyndon Hill	55	46	61	54	216	68
Matthew Henson	48	37	79	71	235	67
Mount Rainier	20	28	34	35	117	57
Orme	18	19	23	25	85	66
Palmer Park	49	45	59	46	199	64
Patuxent	35	17	32	45	129	31
Seat Pleasant	54	55	49	58	216	71
Tall Oaks	14	15	21	31	81	45
William Paca	55	45	91	72	263	65
Total public schools	847	856	1,291	1,342	4,336	----------
Percent in O:MA	50	45	65	67	57	----------
Parochial schools:						
St. Margaret's	21	20	25	30	96	25
St. Mary's (Landover)		10	16	16	42	23
St. Mary's (Marlboro)		5	13	17	35	26
Total parochial	21	35	54	63	173	----------
Percent in O:MA	38	18	26	27	25	----------
Total all O:MA	868	891	1,345	1,405	4,509	----------
Percent in O:MA	50	43	61	63	55	----------
Public schools:						
Negro—77 percent	671	654	999	1,026	3,350	----------
White—22 percent	170	196	285	310	961	----------
Other—1 percent	6	6	7	6	25	----------
Boys—57 percent	479	484	716	785	2,464	----------
Girls—43 Percent	368	372	575	557	1,872	----------
Parochial schools:						
Negro—50 percent	19	16	25	26	86	----------
White—50 percent	2	19	29	37	87	----------
Boys—60 percent	11	21	33	39	104	----------
Girls—40 percent	10	14	21	24	69	----------
Total all O:MA schools:						
Negro—76 percent	690	670	1,024	1,052	3,436	----------
White—23 percent	172	215	314	347	1,048	----------
Other—1 percent	6	6	7	6	25	----------
Boys—57 percent	490	505	749	824	2,568	----------
Girls—43 percent	378	386	496	581	1,941	----------
Parochial schools:						
St. Margaret's	21	20	25	30	96	25
St. Mary's (Landover)		10	16	16	42	23
St. Mary's (Marlboro)		5	13	17	35	26
Total parochial	21	35	54	63	173	----------
Percent in O:MA	38	18	26	27	25	----------
Total all O:MA	858	1,232	1,248	1,242	4,580	----------
Percent in O:MA		45	53	51	50	50

School	K	1	2	3	Total	Percent in O:MA[1]
Public schools:						
Negro—43 percent	406	493	486	526	1,911	
White—56 percent	417	686	697	646	2,446	
Other—1 percent	14	18	11	7	50	
Boys—57 percent	468	677	670	717	2,532	
Girls—43 percent	369	520	524	462	2,875	
Parochial schools:						
Negro—50 percent	19	16	25	26	86	
White—50 percent	2	19	29	37	87	
Boys—60 percent	11	21	33	39	104	
Girls—40 percent	10	14	21	24	69	
Total all O:MA Schools:						
Negro—44 percent	425	509	511	552	1,997	
White—55 percent	419	705	726	683	2,533	
Other—1 percent	14	18	11	7	50	
Boys—58 percent	479	698	703	756	2,636	
Girls—42 percent	379	534	545	486	1,944	

[1] Percent of total K-3 enrollment identified for O:MA program.

[2] Schools new to the O:MA program (after desgregation).

Mr. **Ford**. Informally the city of Detroit has been told that if their children are bused, the money would go with them.

Chairman **Perkins**. Let me interrupt the gentleman, and recognize Congressman Long.

We are going to have to move along because we will be here very late, Mr. Ford. We have witnesses from all over the country.

Come around Clarence, and introduce your two witnesses.

STATEMENT OF HON. CLARENCE D. LONG, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MARYLAND

Mr. **Long**. Thank you very much, Mr. Chairman.

Mr. Chairman, it is a pleasure to introduce my constituent, Mrs. Nancy Mosca, who is president of the Baltimore Parent Advisory Council on Title I of the Elementary and Secondary Education Act.

Mrs. Mosca herself is a parent helper volunteer, who has helped children with special learning problems in reading and math in the first and second grades at St. Clair School. Her involvement in this program promoted her to take and pass the high school equivalency examination in November 1971, and to make plans for further education in special education for handicapped children.

The commitment of my constituents to the title I program is demonstrated by the presence of approximately 35 parents from title I schools who are here with Mrs. Mosca. The most important people in the world, my constituents. They know the value of the title I program from their experience as parents and helpers and as members of the parent advisory council.

I know that we have here in the person of Mr. Perkins one of the most distinguished and helpful backers of education that the Congress and this committee has ever had.

I know you will give careful consideration to Mrs. Mosca's account of her experience and the importance of the title I program to Baltimore County.

It is my understanding that Mrs. Mosca is going to testify later, but I appreciate this opportunity to introduce her.

Chairman **Perkins**. Let me say to you, Mr. Long, that I feel just like you, that we should preserve in title I. The evidence that we have heard up to now really strengthens my belief that we should give priority to the disadvantaged of this country.

That is the way we started out, and we now have to preserve and improve title I as much as we possibly can. We will be delighted to hear from Mrs. Mosca later. Let me say in conclusion, Clarence, that we appreciate the support that you have given to our educational programs throughout the years, and look forward to your assistance and support this year.

Mr. LONG. Thank you, Mr. Chairman. I appreciate the opportunity you have given us here.

Chairman PERKINS. Mr. Ford.

Mr. FORD. Thank you, Mr. Chairman.

I am pleased to see Congressman Long here this morning. He has been one of the most energetic supporters of the efforts of the members of this committee to fight not only this administration, but at the very end of the last administration for educational funds.

The fight started actually about 6 years ago and has become more intense ever since. It has not been easy for people in some parts of the country to maintain the fight, and we appreciate, Congressman Long, what you have done as a leader in the fight for more funds for education.

Mr. LONG. Thank you, Mr. Ford. Let me say that I have followed the work that you have done on behalf of education for many years, and there is nobody in Congress that has done a more significant job than you have.

Thank you very much.

Mr. FORD (presiding). We now have four panels and in the interest of giving everyone an opportunity to be heard, we are going to have to be brief in the original presentations and then we will try to get in some of the more specific things with questions.

The first panel is Mrs. Dorothy Rochelle, Los Angeles, Calif.; Mrs. Thelma Dixon, Dorchester, Mass.; Mrs. Jackie Nichols, Pontiac, Mich.; and Mrs. Elayne Brodie, Newark, N.J.

If you have anyone with you that you want to have accompany you to the table to assist, it will be fine. I believe each of you have a prepared statement, do you not? Without objection the prepared statements that you have submitted to the committee will be inserted in the record at this point in the order in which I have called your names and you may now proceed to add anything to them that you would like to comment on.

[The statements referred to follow:]

STATEMENT OF MRS. ELAYNE D. BRODIE, CHAIRMAN OF TITLE I CENTRAL PARENTS COUNCIL OF NEWARK, N.J.

Gentlemen: I am pleased that you have given me this opportunity to offer my views on the proposed legislation to extend the funding of Title I. It is my position as Chairman of the Title I Central Parents Council of Newark, New Jersey and the position of the members of the local (individual schools) Title I parent councils that this funding is vital to the education of economically and educationally deprived children and to continue the dialogue created by the guidelines of Title I legislation which mandates the creation and implementation of individual school councils (which are advisory in nature) comprised of teachers, parents, administrators, local business people, local clergy, students (on the secondary schools level) and all interested community groups.

PAGE I PARAGRAPH II

It is commonly agreed upon that there exists a crisis in public education. The rising cost of education makes it virtually impossible for local districts to support schools without additional aid. Adequate facilities and a shortage of dedicated teachers are two major problems. These concerns are not just the concerns of educators alone, but are the issues of everyone. It will require a concerted effort on the part of the total community in order to find a solution.

Title I E.S.E.A. is the only vehicle which requires a continuing effort on the part of all concerned to "come to the table of brotherhood" to discuss and to solve these problems. We cannot logically ask the parents to assist us in seeking answers and then deny them the right to ask questions. Many educational agencies do not provide the platform for this. Title I does provide it.

PAGE II PARAGRAPH III

A review of many successful school districts has indicated that where a school district enjoys success, there is a good parent-community relationship. When people believe in their schools, they get behind them and support them, and thus becomes a positive force for the good of the system.

PAGE V PARAGRAPH IV

I believe that Title I should continue as a categorical grant program rather than revenue sharing; the reason being that state and local authorities inevitably make decisions in terms of the various social and political pressures around them. These pressures are not necessarily consonant with the needs of the population. We cannot ignore the fact that with one billion dollars in unrestricted funds on hand, there is going to be enormous pressure on state and local officials to use this money for schools serving more affluent children, there will also be determined pressure from teachers's unions and local education associations to put the free money into teachers' salaries. 'This is really throwing money into a political pit.".

The present Administration has made a great deal of the principle of accountability in education. It is therefore remarkable that Special Education Revenue Sharing virtually does away with accountability to the Federal Government for the way in which funds are spent. No state plan would be required except for funds for disadvantaged children and a portion of the impact aid funds, distribution of the federal funds within the state, would be left completely up to an agency designated by the governor of that state, whether than Governor be a Francis Sargent or a George Wallace.

Therefore, We Recommend:

1. That there be continuation of legislation for E.S.E.A. Title I for five years through Fiscal Year, 1978;
2. That there be full funding in order to reach all eligible children;
3. That appropriate funds be advanced so that the State and local educational agencies can plan projects more effectively;
4. That E.S.E.A. Title I Parent Councils have reciprocal sign-off on education programs and no structure will supersede the Title I Parent Advisory Councils.
5. Title I Parent Councils will take the responsibility of surveying Title I Programs.

If the above recommendations are not strictly adhered to, there is a great danger of persons who are not notable in their concern for educationally deprived children; who may have their own hidden agendas, and education not being one of their priorities, may well decimate the entire principles upon which Title I E.S.A.A. of 1965 was founded and implemented.

We are now in the midst of a period of history that could probably be accurately named the "age of awareness" because of the efforts of the community to become actively involved in school matters. Many educators are resisting this new awareness on the part of the community for several reasons. Some view it as a threat to their security. Others feel that educators are best qualified to determine what is best for schools. Additionally, many teachers fear that although the time and place may be different, the term "community involvement" is ominous of Ocean Hill-Brownville, and community control. Nothing could be further from the truth.

It is commonly agreed upon that there exists a crisis in public education. The rising costs of education makes it virtually impossible for local districts to support schools without additional aid. The lack of adequate buildings and the teacher shortage add to the problem.

These are not the problems of educators alone, they are the problems of everyone. It will require a concerted effort on the part of the total community in order to find a solution.

Title I E.S.E.A. is the only vehicle which requires a continuing effort on the part of all concerned to "come to the table of brotherhood" to discuss and solve these problems.

It would seem to me that we cannot logically ask the parents to assist us in seeking answers and then deny them the right to ask questions. Many educational agencies do not provide the platform for this. Title I does provide it.

A review of many successful school districts has indicated that where a school district enjoys success, there is a good parent-community relationship. When people believe in their schools, they get behind them and support them. The community then becomes a positive force for the good of the system. It involves the community in the process of making decisions that will ultimately effect them; It involves the parents in the identification of needs and the establishment of objects; It recognized the right and the responsibility of the parents to be involved in education.

What is Community Relations? Community Relations is that process of developing the lines of communications between the school and the community; It is essentially a way of life that involves the very special concept of "all shall participate and all shall share"

It involves the community in the process of making decisions that will ultimately effect them. Community Relations is often confused with Public Relations. However, the difference is quite distinct. Public Relations is primarily concerned with image building. Public Relations is the selling of a commodity, concept, project program or project. It is a one-way street. Community Relations is a two-way street, with the major concern for the two-way flow of information. Community Relations is a fact. Whether or not a system enjoys good or bad Community Relations is the real and only challenge.

Everyone involved in a school system is in fact a Community Relations Agent. This includes professional and non-professional, instructional and non-instructional personnel. Beginning with the Superintendent to the School Clerk, Cafeteria Worker, Custodian, each person who comes into contact with people projects an image of the total school system. Whether that image is positive or negative depends on the kinds of inter-personal relationships that results from that contact. Title I is this and more.

Any attempt at good, effective school-community relations will result in an atmosphere in which there will be a rediscovery of what quality education can offer, a teacher-by teacher recommitment to that offer, and a community-by-community determination to make that offer valid. The marriage of this kind of involvement will produce that kind of quality education that is needed to prepare today's children for a highly technical society which is in a state of rapid change. Title I provides this kind of atmosphere.

Many of the ills of our society, including poverty, unemployment and adequate funds are focused on the goal of providing adequate educational experiences for all American children, including those whose families have found themselves caught in several generations of cyclical disadvantage and exclusion from much of the mainstream of American life.

Many states, localities, from lack of willingness and/or resources, have not provided the kind of educational experience necessary for their disadvantaged population. That is why, less than a decade ago, Congress took a revolutionary step in establishing, for the first time, a Federal role in the funding and guiding of programs to improve educational opportunity in America.

This act assured a well-focused federal participation in the provision of resources for the educationally disadvantaged and the continuation of what may be a necessary tug-of-war between the federal bureaucracy and local and state education agencies as to the adequacy of fulfillment and the implementation of guidelines for the disadvantaged.

Suffice it so say, the local needs in education are not always identical with local political power.

It was the assumption of the Administration's Block Grant Proposal in 1971 and, although the actual bill has not been submitted, it is the assumption of its Special Education Revenue Sharing Proposal in 1973, (as reported in the President's Budget Message) that state and local authorities are better able to establish priorities for spending available funds according to needs than is the Federal Government.

The history of American education provides abundant evidence that this is not always true. State and local authorities inevitably make decisions in terms of the various social and political pressures around them, and these pressures are not necessarily consonant with the needs of the population.

We cannot ignore the fact that with one billion dollars in unrestricted funds on hand, there is going to be enormous pressure on state and local officials to use this money for schools serving more affluent children, also there certainly will be determined pressure from teachers, unions and local education associations to put the free money into teachers' salaries. "This is really throwing money into a political pit."

The present administration has made a great deal of the principle of accountability in education. It is therefore remarkable that Special Education Revenue Sharing virtually does away with accountability to the Federal Government for the way in which funds are spent. No state plan would be required except for funds for disadvantaged children and a portion of the impact aid funds, distribution of the federal funds within the state, would be left completely up to an agency designated by the governor of that state, whether that Governor be a Francis Sargent or a George Wallace.

It seems to me that what we are dealing with now, is a naked attempt to destroy what progress we have made thus far in the field of federal support for education.

The only way that such progress can continue is through a grass roots campaign in support of H.R. 16, and S.R. 69, the only bills introduced in the Congress thus far which retains categorical school aid now embodied in the E.S.E.A.

H.R. 16, introduced by Congressman Perkins (D-KY) is called the School Finance Act of 1973. The purpose of the bill is to affirm that while primary responsibility for providing elementary and secondary education rests with the states, the Federal Government has an obligation to assist the states in making available to all children an education of high quality. H.R. 16 seeks to provide financial assistance to the states and to local educational agencies to assure that their resources when supplemented by this Federal Assistance will be adequate to provide all children an elementary and secondary education of high quality.

The National Advisory Council on the Education of Disadvantaged Children suggests that there is already sufficient information available to demonstrate the need for forward funding without the possible expensive study proposed under Title III of H.R. 69. The Council feels that delayed funding of Title I and other programs which has occurred as a result of the slowness of the appropriating process, has caused major confusion, waste and inefficiency at the local level in proper and effective expenditure of federal dollars.

It is possible for evaluations to have impact on local programs, for qualified personnel to be hired and retained, and for quality programs to be developed and implemented. Unless there is at least some certainty (preferably on a five year plan) in advance that specific dollar amounts will be available for these purposes.

Those of us who care about children and who believe in federal commitment to children's programs have a responsibility to seek comprehensive child development legislation which will protect good programs already in place and which will provide new funds to establish and monitor new quality programs for children and their families through a comprehensive and cooperative effort by the federal, state, and local governments together with parents and communities. I urge you to make certain that Title I is continued at present levels of funding through 1978.

PURPOSE OF ADVISORY COUNCILS

To discuss adequate utilization of the Federal Program to meet the needs, interests and abilities of the local school children. Title I is unique. The program can be tailored to meet individual school needs, and it is the explicit job of the Advisory Council to bring to light these local needs. For example, (a) predominately Spanish speaking school areas would require emphasis on learning English as a second language, or a primary school of grades, one through four, would perhaps require an emphasis on a reading readiness program.

The Advisory Council must act as a watch-dog over the monies; to monitor and evaluate budgeted federal proposals on the local school level. The Council must reflect their thinking and the sub-council must achieve unity and be responsible for the passage of the overall federal program.

FUNDING E.S.E.A. PROGRAMS

Title I of the Elementary and Secondary Education Act of 1965 was enacted to expand and improve elementary and secondary school programs for educationally deprived children in low-income areas. Funds have been sharply reduced for programs, and, theoretical appropriations do not equal the minimum requirements necessary to successfully project the positive attainable goals within the guidelines of the Act. Yearly funding limits time and planning for realistic and quality design to meet the particular educational needs.

Therefore, We Recommend:

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2. That there be full funding in order to reach all eligible children;
3. That appropriate funds be advanced so that the State and local educational agencies can plan projects more effectively;
4. That E.S.E.A. Title I Parent Councils have reciprocal sign-off on education programs and no structure will supersede the Title I Parent Advisory Councils.
5. Title I Parent Councils will take the responsibility of surveying Title I Programs.

If the above recommendations are not strictly adhered to, there is a great danger of persons who are not notable in their concern for educationally deprived children; who may have their own hidden agendas, and education not being one of their priorities, may well decimate the entire principles upon which Title I E.S.E.A. of 1965 was founded and implemented.

NEWARK BOARD OF EDUCATION, NEWARK, N.J.

4.0 Parent/community involvement

Involvement in Title I activities by parents and community members has been quite extensive during the early period of the 1972-1973 Title I Program. Some of the more significant contributions are discussed in the following paragraphs.

A representative of the Central Parents Council informed the Newark Board of Education

"Any part of the Union Contract negotiations which effect the Budget of the Title I Program, either in terms of money or fringe benefits, the Title I Parents must be a part of the negotiations."

The Newark Board of Education agreed that "input from Title I parents will be realized during union contract negotiations with the Board."

"The Title I Central Parents Council voted in favor of continuing the George Cureton Reading Method in five Newark schools."

The Title I Central Parents Council is also involved in the planning and development of the Newark Watershed, a 35,000 acre area which is to be utilized for educational and recreational purposes for school children and adults of the City of Newark.

Parents take an active part in aiding the Project Coordinator and Principals to structure Title I activities in individual schools. For example, parents are involved in determining the reading series to be employed in many schools. Frequently, guest speakers are invited to local Parent Council meetings to discuss and explain various methods of community involvement, thus providing both information and motivation to the participants.

Presentations of various reading methods are offered to many parent/community groups throughout the school year in order to allow them to appreciate the experiences their children are undergoing.

Parents are involved in the 1972-1973 Title I Evaluation Project. An evaluation sub-committee meets monthly with members of the evaluation agency to review progress and discuss on-going plans. This sub-committee is also responsible for the review of the evaluation instrumentation to be utilized in collecting data from parents and pupils, and they offer suggestions concerning modifications/revisions of the instruments. In addition, parents will be utilized to conduct classroom observations and parent interviews as part of the overall evaluation effort.

At the present time efforts are being directed at the finalization of the anticipated Newark Title I Parent Council Conference to be held in May 1973. Parents and community groups have been involved in the planning and development phases of this conference. This will be the fifth annual conference.

It is within the scope of this discussion to address the program dissemination activities which are an integral part of the Parent/Community Involvement component of the Title I Program.

The program dissemination specialist who is a member of the Title I Central Office Staff, works in close proximity to the Title I Central Parents Council in the area of communications. This interaction results in the on-going maintenance of "open-channels" between the Title I Central Office, the Parent/Community representatives, as well as the local school Title I personnel. Various Title I activities conducted by these different groups are covered by the dissemination specialist in terms of potential news stories to be publicized via the available communications media.

An example of the types and kinds of cooperative efforts these several groups make in providing Title I Program dissemination to the public is presented in the following paragraphs.

A Title I Newsletter is issued each month to a wide diversification of professional and non-professional Title I people. This letter is provided to Title I project coordinators in the Newark School District, Title I teachers and parents within the district, other local school personnel, Central Office Administrators, Board of Education staff and Board members. This letter is also forwarded to cognizant personnel at the United States Office of Education, the New Jersey State Department of Education, various major colleges throughout the country, Title I Parent Council chairmen in other school districts, Newark City businessmen and members of the Newark Municipal Government.

It is obvious from a review of these newsletters that every effort is made each month to provide readers with material that is current and relevant to the Title I Program. The news stories are varied enough that over a period of months a rather wide spectrum of topics is addressed. It is of particular interest to note that great attention is given to the activities conduced at the local school level, thus allowing for publication a more detailed and comprehensive presentation of the total program. In addition, readers are frequently treated to articles which, while not directly related to Title I activities, do focus on various educational issues and concerns of the school district.

STATEMENT OF MRS. THELMA DIXON, CHAIRMAN, TITLE I, ESEA ADVISORY COUNCIL, DORCHESTER, MASS.

I am Thelma Dixon, Chairman of Massachusetts Title I, ESEA Parent Advisory Council.

I am but one of 45 parents on the Massachusetts Parent Advisory Council representing over 2,000 parents in local communities that traveled here to register our opposition to any proposed plans to discontinue Title I as a categorical grant program. Funds allocated to our state in any other form will not reach poor or educationally deprived children. It will:

1. become a parcel for politicians to vie for their favorate programs.
2. become a reservoir for support of school departments' general budgets, therefore, leaving little or nothing for the children of great need, and
3. become loose money with no built-in accountability for how it will be used. There will be no guidelines, planned monitoring of programs or comparability of services required.

After 8 years of federal subsidy to educationally deprived children, our children are now showing state-wide a 1.3 months' gain in reading for each month they have been in the program.

We attribute most of these gains to the concentrated services offered by Title I. Support services, such as special health, psychological, social work, and food supplement combined to attack the large variety of problems that confront our children.

These special services have given these children the self-confidence to realize that they can learn and function as worthwhile citizens. They are on their way toward this goal. Now, this will be an impossible task for these children if we have to depend upon school systems to provide quality education without federal assistance. This federal assistance must be specifically designated as aid to the disadvantaged that will be administered by the State Department of Education.

As parents, we have gained new insights into working with teachers and school administrators as we cooperatively develop programs for our children.

In doing this, we are now involved in the assessment of our children's needs as well as the operation and evaluation of the program. We can also follow through at home much of what is being taught at school.

Now, with this representation here today from Massachusetts, do we return to our community and tell parents and children that you plan to snuff out the flame that has ignited their hope for the future, or will you join the force of millions of parents *in* our nation by strongly supporting the continuation of categorical aid to disadvantaged children?

Statement of Mrs. Jackie Nichols, Pontiac, Mich.

I have been invited to speak today on H.R. 69. Before I begin, I would like to present my credentials, not to justify my being here but to give you a bird's-eye view of the experiences that brought me here. I am a mother of seven children, four of whom have received services from E.S.E.A. Title I Programs. I have been chairman of the Pontiac Title I Advisory Committee four years. I organized the Michigan State Advisory Committee Parents and have been chairman of MSPAC for three years. I am a member of the State Advisory Committee on Compensatory Education Programs.

Because of my experience at both the local and state level and because of my armchair involvement with the federal level, I have decided that the federal categorical grant program for education must continue. I came to this decision because of effect of E.S.E.A. Title I Programs on children, parents, and schools in the State of Michigan. I have set certain objectives for Title I programs. One of which is: That all eligible children residing in target areas shall increase their readiness and achievement level. This objective contains two elements; that all eligible children will be served and that these children shall achieve academic growth. This is not only a personal objective but the promise implied in the authorization for E.S.E.A. Title I. However, the appropriation bills by limiting the funding available left this promise unfulfilled. The following table demonstrates the effect of low funding.

TABLE 1

	Michigan	Pontiac School District
Total children eligible	38,318	6,206
Total funding	$42,697,245	$807,796
Projected per child cost	$350	$350
Maximum to be served	121,820	2,307
Percentage	31	38
Actual cost per child	$502	$512
Actual number served	84,922	1,575
Percentage	22	25

The table above clearly shows the numerical effect that the funding level has upon the programs. It shows that across the state 78% of the eligible children are not able to receive services. In Pontiac the percentage is 75%. Of course, even at this funding there is a way to provide some services to all eligible. We could spend about $100 per child, but the state and the local districts had to make a decision. If you have four children and only one slice of bread, do you divide the bread among the four to halt starvation for a moment or do you give the whole slice to one child to insure the survival of the one. Facing this problem in Washington is a lot different then facing this problem in Pontiac, Michigan, where you know each child. Despite the inner-conflict, the decision was to concentrate services, thereby serve less children. Any other way would mean a total waste of dollars and frustration for the community. Within the Pontiac School district the selecting was going on. Should we concentrate efforts on K–3 or K–6? If we do, what happens to the 7th-12th graders? Maybe we should serve a few Pre. K–12? What must be our criteria to select students, test scores alone or a combination of factors? The objective to serve all children obviously could not be met. However, for those children we were able to serve in Michigan, Preliminary evaluation data for 1971–72 indicates that the mean gain for E.S.E.A. Title I pupils was 1.3 months for each month in the program or 11.7 months for 9 months in the program. This is very significant gain for children who have a pattern of falling further behind in traditional school programs.

The 1971–72 evaluation of the Pontiac Title I programs clearly shows a significant gain in the K–6 component. For example; the testing information compiled from previous tests state the average growth for eligible Title I students is 4 months growth in a 9 months regular school program. However, the same student in the Title I Language cuts program gains from one year to one year, six months in language skills. Another component of the Pontiac Program is a Junior and Senior High Individualized instruction program. The evaluation study of these programs indicates that the students gain at least 2 years growth in academic achievement for each year in the program. The indications from this information and other data included in attachment demonstrates that in the state of Michigan and in the school district of Pontiac the readiness and achievement levels of identified children are significantly increased, but that many eligible children cannot be served.

The second objective for children in Michigan relates to the improvement of attitudes of children towards school and self. The state has not presented data that relates to this objective. However, the Pontiac School District evaluation data does address this area. This information was gathered from on-site monitoring in the K-6 Title I Programs and through objective test data in the 7-12 program. Parents of K-6 children state that their children are more eager to go to school in the mornings and that the children relate enthusiastically the events of the school day. The oral language and regular classroom teachers reported to the monitoring team that the majority of the students in the K-6 Program have improved their daily attendance, are beginning to voluntarily participate in class activities, and are generally more sociable with adults and peers. The monitors analyzed two papers written by both fifth and sixth grade Title I students about their school. Analyzing the adjectives used in these paragraphs, the incident of negative adjectives as related to schools was 60% less at the end of the program year than at the beginning. These indicators clearly show that attitudes of K-6 Title I students are vastly improved. In the summary findings for the Pontiac 7-12 program it states "Findings indicate that atitudes toward remaining in school are increased by this program."

It must be stated here that Pontiac is not some unique model LEA. It is not a ultra-progressive school district with very unique human or financial resources. It is a middle-size school district typical of any/one of a thousand across the country. This school district is highlighted in this information because it is my district and because it *is* typical of a thousand more districts. Attitudes and Achievement rates have become more positive in students across the state but there are many, many children waiting to be served.

The third objective relates to Parents: Parents of Title I students shall involve themselves in the educational progress of their children.

The following table suggest that this objective has been met.

TABLE 2.—VOLUNTEER PARTICIPATION IN MICHIGAN—1971-1972 PROGRAM YEAR

Participant	Plan	Evaluation	Teacher aide	Training	Other work
Parents	5,441	7,060	1,949	2,502	1,839
Other lay citizen	1,487	1,171	1,108	1,299	900
Total	6,928	8,231	3,057	3,801	2,739

Numbers do not tell the whole story. What does it mean when we say parents are involved in planning? In Pontiac it means 300 parents spend 8 hours a day for two days to assess needs and identify priority areas. It means a monthly average of 646 parents in their building level advisory committees developing proposals for delivery systems that address the priority areas. It culminates with one hundred of these parents and school district staff deciding upon program objectives and a delivery system for presentation to the school board. In the State of Michigan there were 7,060 parents involved in evaluation of their own school district programs.

In Pontiac our committee has twenty parents involved in this procedure of evaluating the local Title I Program. The monitoring team concept was implemented during the 1970-71 school year and continued with new team members during the second semester of the 71-72 school year. The basic procedure followed is that the parent monitors meet with the program directors to learn the objectives of a particular program and the strategies used to obtain the objectives. Monitors then make on-site observations using a checklist which has been developed by the monitoring team and R & D staff. Schedules for appointments are made by R & D personnel who serve to coordinate the monitoring effort. Following on-site visits, the monitors meet with R & D staff and the observations are summarized. The monitors then report to the AWAC at the regularly scheduled meetings.

The monitoring procedure is a means of obtaining parent input and involvement. The monitoring team this past year presented a program at the Compensatory Education Conference in Detroit. They also have been involved in providing input information at the area wide meetings held to plan the proposal for the 72-73 school year. The monitors spend considerable time on their various tasks. Their work has had a significant impact on the Title I program in Pontiac. In addition to making on-site observations and reporting to the AWAC, the Title I parent monitors also interviewed several Title I administrators. The monitoring team, using the job description of Title I personnel as a base, met with staff involved in the various administrative phases of Title I. The particular task of the monitoring team was to match the job description with the actual performance of the administrator. The feedback given by the monitors was a means of improving administrative skills.

In Table 2 the number listed for parents as teacher aide's refers only to volunteers not to Paid Staff. Many districts have developed a volunteer corps of parents who receive training in specific skill areas and work with individual or with small groups of children under the supervision of certified teachers. Pontiac has 97 such volunteers. A neighboring community within Oakland County has 350 parent volunteers. More districts are getting involved in this type of activity. Parents volunteering in classrooms and taking training are a spin-off of their original involvement on advisory committees for ESEA Title I Programs. State evaluation data demonstrates that programs that involve parents in teaching roles have been obtaining greater student reading achievement than other programs.

There are other kinds of spin-off activities. There are parents on screening committees to select school district personnel, parents monitoring budgets and expenditures, parents assessing materials for their quality, quantity, and availability to staff and parent participating in school boards, and at school board meetings. The picture is not perfect in parent involvement. The numbers of parents should be three times what it is now. Many school districts are still ambivalent towards increased lay involvement in an area that has been traditionally professional. However, the trend has been established, models developed and the worth of this effort proven.

The fourth objective relates to local school districts; The LEA shall become more sensitive to the special needs of educationally and financially disadvantaged students.

The indicators to measure the successful obtainment of this objective are:

A. Is the LEA beginning to assess needs of individual children?

B. Are delivery systems being developed to meet individual needs?

C. Are LEA's beginning to hold teachers accountable for the product they produce?

D. Are teachers and LEA's seeking new or different ways to address the needs of children?

E. Are LEA's beginning to include supportive services for children and families as part of their responsibility?

F. Is teacher training or retraining becoming more community oriented?

G. Are there signs of acceptance and recognition of different cultures within classroom and educational systems?

Progress on this objective is clearly due to the combined efforts of the Michigan State Department of Education, the local parent groups and the human service agencies.

Over three years ago the SEA had recognized the clear message in the legions of statistics and studies made over the last years: Too many youngsters quit school at an early age, and too many youngsters who "graduate from high school" are ill-prepared, or disinclined, or both, to pursue either further education or productive labor. Over the course of 30 months, the Department of

Education has devoted a great deal of collective attention to developing an overall accountability model in public education.

The many specific attempts to achieve greater accountability may be condenced into six general categories, or thrusts. These are:

1. Identification, discussion and dissemination of common goals for Michigan Education.
2. Approaches to educational challenges based on performance objectives consistent with the goals.
3. Assessment of educational needs not being met, and which must be met to achieve performance objectives and goals.
4. Analysis of the existing (or planned) educational delivery systems in light of what assessment tells us.
5. Evaluation and testing within the new or existing delivery system to make sure it serves the assessed needs.
6. Recommendations for improvement based upon the above.

This system has become part of the planning for compensatory education programs in the state, for both state and federally funded programs. Involvement with this process has increased the awareness of the individual needs of students and demonstrated on a very practical basis the applicability of this theory within the LEA.

Local parent groups through their increased contact with the educational system have in fact been sensitizing that system to the unique social structure and value system of different economic or cultural community groups. This effort has been reinforced by some human service agencies. These agencies through their efforts to solve various social problems have presented LEA a mountain of evidence justifying the need to develop an individual orientation and have provided local districts with many opportunities for exposure to the needs and values of the multi-cultural communities that are encompassed within a school district. Progress on this objective is in the primary stage, but progress is occuring. Districts have begun to teach English as a second language at the same time trying to improve the literacy of a student in the primary language of his culture. Recognition of a multi-ethnic society is in evidence in many classrooms. Many other things are happening, but like a person who through illness has lost the skill of walking, the school districts find that movement is awkard often painful, and at first they fall ten times for each successful step.

Since ESEA legislation was enacted in 1965 we have seen much success. Many children have experience success for the first time in their school career.

Parents who never before considered their role as teachers have become an active member of the educational community. Apathetic school districts have become innovators and seekers of innovation.

In reading the HEW report called *Responsibility and Responsiveness*, one gets the feeling that very little of real worth has been accomplished by the federal catagorical educational programs. This report measures the success or failure solely on a cost-value scale. It blames the erosion of confidence in government itself, on the gap between the promise of authorization for education and the reality of appropriation for education. The report further states that the Secretary of HEW must choose among the human services program. "In education, the foreseeable budget margin will be sufficient only to meet certain quite specific national priorities. Among these are research, the encouragement of innovation and reform, education of the handicapped, the Right to Read, and career educations."

I emphatically refute this assumption. I have seen the successes in ESEA programs. A major factor in this success is the categorical nature of those programs. Local school districts were forced to concentrate on the "losers" and not the winners. For many school districts it was the first hard look at the children who were being lost. To many districts this was a painful experience at first and if given a chance the school districts would have avoided this experience. But from the initial birth pains came new life for the districts. What is the cost-valueratio for hit re-birth? From the local needs assessments our State Department of Education was able to obtain new insight into the causes for the problems of the educational system. From this insight the SEA has taken giant and aggressive steps towards improving the education environment for all children. What is the cost-value ratio for this? I don't know and apparently the author of *Responsibility and Responsiveness* choose not to consider these questions.

I agree there is an erosion of confidence in the government. The activities of the demonstrators is ample evidence of this. However, this erosion is not caused by an educational "expectation gap" but the gap between the pledge that all may participate within this democratic system and the many who are not allowed to participate. How many demonstrations have you gentlemen viewed that protested education appropriation or catagorical education programs as compared to the protest against war, pollution, and infringement of civil rights? Very few, if any. Yet the report, *Responsibility and Responsiveness*, would have you believe that funding and failures in human services programs are to blame for the "erosion of confidence in government." Based on this fallacy this report takes another giant step backward into the realm of the unreal when it states, "to cure the problems of the country we must somehow choose among human services programs including educational programming." If there must be a choice, let's first look at the cost-value ratio of our defense budget or our Foreign Aid, or tax-credit for our large pollutors. Compare them with the real value of the categorical educational program. Federal Categorical education programs are a must if the school systems of this country is to continue to move forward and grow. If there is not growth then the vine withers and dies. If our educational systems do not continue to address their major problems they will surely wither and die. If the priorities set by the federal government on assistance to the educationally deprived, the handicap, the migrant and the Indian population through its categorical programs, is defused, through the myth of educational revenue sharing the 388,318 children in Michigan will be denied their equal opportunity. Gentlemen, the choice is yours. As a parent of seven of the children who have benefited from categorical assistance to education, I thank you for what the program has done. As the representative of the hundreds of thousand of Michigan parents who also have children, I like to ask this; how can you "decrease dependency" without attacking the roots of dependency, how can you "accomplish institutional reform" by plans to support institutional status quo.

STATEMENT OF DOROTHY ROCHELLE, PARENT, LOS ANGELES CITY UNIFIED SCHOOL DISTRICT, LOS ANGELES, CALIF.

My name is Dorothy Rochelle. I have been involved as a parent volunteer in education for many years. Since ESEA came into being, I have served on the Los Angeles City School District Advisory Committee and also as chairman of my local school advisory council. I am an organizer of a statewide Parent Congress for compensatory education, a network of California parents dedicated to the goal of providing equal educational opportunities for poor children.

In Los Angeles the Title I program is operative in 127 public schools and 49 non-public schols serving approximately 110,000 children. Many eligible Title I children have never been served since Title I has never been fully funded in California. I support the continuation of Title I programs under categorical aid. Our city has many problems, education being one of the more serious ones. Money for education of disadvantaged children must not get lost in Revenue Sharing where education has to become either a "pet project" of the local politician or get lost in the budget so that bridges, city halls and fancy roads can be financed at the expense of educational needs of children. I sincerely believe the federal government must be responsible for equalizing educational opportunities for all the people of this country. It can best be done by Congress appropriating funds and earmarking these monies specifically for a special category of children. Some districts have been able to show and measure much growth in their students since the beginning of Title I. While some money has been misused and results have not always been those hoped for, many successes have occurred in helping educationally disadvantaged children in California.

In Watts, a few blocks from "charcoal alley" of 1965, 111th Street School stands as a testimony of what categorical aid can do. Here, in the most depressed area of Los Angeles where all ingredients of poverty are obvious; 50% unemployment of youth, poor housing, high transiency rate, the lowest reading and math scores among the cities 600 schools, ESEA funds allowed this school to do the kinds of things that needed to be done to meet the very special needs of the students, i.e., individualized instruction, health needs, innovative classrooms, humanizing the staff, parent education and parent involvement. The results of such an effort—111th Street Elementary School in

Watts has done a job of educating disadvantaged pupils. It has shown that poor children can learn! It has been honored as one of two model schools in California and last month received national recognition as one of the 30 outstanding Title I schools in the country.

Thousands of parents of disadvantaged children have become involved in the school by the mandate of "parent involvement" in the guidelines for Title I. I believe that only when parents are allowed to become involved in the process of education, will educational institutions become responsive to community needs. In Los Angeles parent involvement is becoming a reality. The concept of advisory councils originating in the ESEA schools, are now mandated at all schools. Parents spend much time learning about budgets, reading, setting goals, and tutoring in their children's classrooms. Thousands of disadvantaged parents who began as school volunteers became paid educational aides—they became the teachers' helper. Much success in learning was experienced by the children from this added assistance. Many educational aides, turned on by what they experienced in working with children are not enrolled in colleges in the afternoons after school and will soon be joining the staffs as credentialed teachers.

Not only has categorical aid brought the parents into the school and involved them in education of their children, it has also made it possible for the community as a whole to become an essential part of the cooperative effort to attack all the socio-economic factors that influence educational institutions and prohibit a child from learning. People from agencies, representing health, business, religion, labor, etc., sat on school advisory councils and make valuable contribution in time and expertise to help attack the problem of unequal educational opportunities for poor children.

Throughout the state of California, whether in a large urban city like San Francisco, or small rural town, parents are struggling to get their children in a pre-school class or keep a child in high school so that he can graduate, get a job, earn money and lead a productive life. Education is the only avenue disadvantaged students can use to escape a life of poverty, a life that the poor-without-help can only perpetuate on the next generation of children. Schools and State Departments of Education began to be accountable to poor communities under ESEA. I am sure there are school districts throughout this country where money is being spent, where parents or community agencies are not aware that these are specially earmarked funds, nor aware of how the money was spent. These *conditions exist with the federal guidelines* clearly stating involvement, accountability etc. I can imagine what will happen if money for education is given to the states as part of Revenue Sharing with no control over funds and programs, without any federal control, supervision or auditing. Will each governor see to it that state departments of education are allowed to share the pie—that education will be a high priority? Whatever money the state department of education receives, will it then allocate money to the districts throughout the states so that children with special needs will be adequately served? Will the slice of education pie become like other political pies and go where the most pressure and clout is, where power is, to surburia where the middle class and affluent live and where the poor blacks, whites and browns of this country can't live? In Los Angeles, where blacks are crowded into segregated housing patterns, attending crowded schools, and in their neighborhoods are victims of higher prices for everything they buy, where the disadvantaged once had hopes of this great country coming to grips with the inequities and wrongs perpetuated against them, the parents involved in Title I felt a ray of hope. They felt, "*Well, here at last is a small amount of money allocated to my school district, earmarked for my child!*" "*Earmarked*" I said. "This money is *only* to be used for the most needy—the most educationally deprived, and maybe *now, my* child has a chance."

If ESEA dies the death of other poverty programs, and parents are told, "Your, needs will be served by Revenue Sharing," they realize once again, that this country doesn't really care if a boy of average intelligence in the 11th grade is reading on a 4th grade level; it doesn't care that an inner city high school has a drop out rate of 50% of its students; that over ½ of the 12th grade class will not graduate but ends up on relief rolls and continue to fill the jails and prisons of this country; it doesn't care that teachers who labor under difficult circumstances, who have found the breakthrough with innovative programs, learning machines and individualization now must stop this process at mid-stream and play "wait and see" while the "powers that be" play with educational Revenue Sharing and the students hopes and dreams as well as the teachers go down the drain.

The poor children of urban America are locked into a crisis situation. If money for ghetto schools is not forthcoming from Congress to equalize their schools and there is no way for them to be educated other than in their "neighborhood schools" with The Limited Resources available to them, which is the policy of the present administration, what are they to do? Do they sit there and rot? Do their parents who work when they can, pay higher rates of tax, send their sons off to war and raise the right hand in the pledge of allegiance, sit here and rot with their children? The poor children of this country need categorical aid for education—the same kind of categorical aid that was given to Lockheed, Rolls Royce and other big corporations.

Our children are our blue chip stocks. We expect greater dividends. All data is available to let you know this is possible.

As a parent, who has seen the frustration of our community, I lay this charge at your feet—To deal fairly, realistically and free of political pressure in favor of the children of America. The greatest legacy that you as individuals can leave with this country in your life-time is the help you give to children in making them productive, patriotic, and self sufficient citizens of this great nation.

STATEMENTS OF PANEL I, CONSISTING OF: DOROTHY ROCHELLE, LOS ANGELES, CALIF.; THELMA DIXON, DORCHESTER, MASS.; JACKIE NICHOLS, PONTIAC, MICH.; AND ELAYNE BRODIE, NEWARK, N.J.

Mrs. ROCHELLE. Thank you very much.

Good morning, gentlemen. My name is Dorothy Rochelle. I am from Los Angeles, Calif., from a little suburb called Watts.

Mr. FORD. I want you to know that Congressman Hawkins is conducting poverty hearings this morning. I might tell you that we are very pleased that he seems to be doing more than anybody else in Congress to turn around what the administration is saying. But Gus likes to call Los Angeles a suburb of Watts.

Mrs. ROCHELLE. Thank you very much. We are proud of what he does. That is why we keep sending him back. I have been involved as a parent volunteer in education for many years. Since ESEA has come into being, I have served on the school advisory committee and also chairman of my local school. I am an organizer of the statewide parent congress for the State of California for compensatory education. This is a network of parents dedicated to the goals of providing equal educational opportunities for poor children.

We have parents represented from all sections of the State of California who come together and meet, share ideas, lobby for education at the State level, and we think do an outstandng job of working for children.

I support the continuation of title I programs under categorical aid. Our city has many problems, education being one of the most serious ones. Money for education for disadvantaged children must not get lost in revenue sharing where education has to become either a pet project of the local politicians or get lost in the budget for bridges, city halls and fancy roads can be financed at the expense of educational needs of our children.

I sincerely believe that the Federal Government must be responsible for equalizing educational opportunities for all of the people of this country. It can best be done by Congress appropriating funds and earmarking these moneys specifically for a special category of children.

Some districts have been able to show and measure much growth in their students since the beginning of title I. While some of the money has been misused and the results have not always been what we had hoped for, many successes have occurred in California. In Watts, a few blocks from Charcoal Alley of 1965, 111th Street School stands as a living monument of what can be done in a depressed area.

There all of the ingredients of poverty are obvious, 50 percent unemployment of youth, poor housing, high transient rate, lowest reading and math scores. ESEA has allowed us to do the kind of things that needed to be done to meet the very special needs of our students such as individualized instruction, health needs, innovative classrooms, humanizing the staff and so forth. The result of such an effort at 111th Street School in Watts has shown that you can educate disadvantaged children.

Our school has been honored as one of the two model schools in the State of California and last month received national recognition as one of the 30 outstanding title I schools in the country. Thousands of parents of disadvantaged children have become involved in the schools by the mandate of parent involvement.

In California, before the mandate became a part of HEW, our State superintendent saw to it that we were involved in title I. I believe that only when parents are allowed to become involved in processes of education, only then will educational institutions become responsive to the community. In Los Angeles parents' involvement is now becoming a reality. We started the advisory committees in ESEA schools and now we have them all over the district. Our parents spend much time learning about budgets, reading scores, setting goals, tutoring in classrooms, et cetera.

Thousands of disadvantaged parents have become school volunteers and do an outstanding job. Not only has categorical aid brought parents into the schools, it has also brought the community into the schools.

On our advisory committees we have people from agencies, health, business, religion, labor, and they make a valuable contribution in time and expertise to help attack the problem of unequal educational opportunities for poor children. Throughout the State of California, whether in a large urban city like San Francisco or a small rural town, all parents are struggling to get the very best they can for their children. Education is the only avenue that the disadvantaged children can use to escape a life of poverty, a life that the poor without help can only perpetuate on the next generation of children.

Schools and the State departments of education around this country began to be accountable to the poor communities under ESEA. I am sure there are many districts in this country where money is spent and the parents and no one else really knows what this money is supposed to be spent for. If these conditions exist with the Federal guidelines clearly requiring involvement and accountability, what do you think will happen if the Federal Government does not stand there and control those programs, audit those programs and send out some guidelines?

If we go into revenue sharing, will each governor see to it that the State departments of education are allowed to share the pot? That education will have a top priority? That whatever money the State department receives will then go on the districts thorughout the States so that children with special needs will be served? Will a slice of education pie become like other political pies and go where the most clout is, to suburbia, where the middle class and affluent live, and where poor blacks, whites, browns of this country can't live.

They felt well here at last is a small amount of money alocated to my school district, earmarked for my child, this money is to only be used for the most needy, the most educationally deprived and maybe now my child has a chance. If ESEA dies, and parents are told your needs will be served by revenue sharing, they realize once again that this country does not really care if a boy of average intelligence in the 11th grade is reading on fourth grade level. It does not care that inner city high schools have a dropout rate of 50 percent of the students. Over one-half of the 12th grade class will not graduate, but end up on relief rolls. It does not care that teachers who labor under difficult circumstances, who have found a breakthrough of innovative programs and learning machines, individualization, must now stop this process at midstream and play wait and see while the powers that be play with educational revenue sharing.

And the students' hopes and dreams as well as teachers' go down the drain. The poor children of urban America are locked into a crisis situation. If money for ghetto schools is not forthcoming from Congress to equalize their schools and there is no way for them to be educated other than in neighborhood schools which have limited resources, which is the policy of the present administration, what are they to do? Do they sit there and rot? Do their parents who work when they can pay high rates of taxes send their sons off to war and raise their right hand in the Pledge of Allegiance, sit here and rot with their children?

The poor children of the country need categorical aid for education, the same kind of categorical aid that you gave to Lockheed and Rolls Royce and other big corporations. Our children are blue chip stock. We expect greater dividends. All data is available to let you know this is possible.

As a parent who has seen the frustration in my community, I lay this charge at your feet to deal fairly realistically and free of political pressure in favor of the children of America. The greatest legacy that you as individuals can leave with this country in your lifetime is the help you give to children in making them productive, patriotic, and self-sufficient citizens of this great nation.

Mr. FORD. Thank you very much, Mrs. Rochelle. Will you stay there for questions.

Mrs. Nichols.

Mrs. NICHOLS. My name is Jackie Nichols. I am from Pontiac, Mich. If you read the material I sent in, I did identify the associations I have for the State and local level, but I think my most important credentials are that I am a mother of seven children, with four children in title I programs. I am a citizen of this country and citizen of the State of Michigan. I would like to address three major areas that title I has helped in.

The first deals with services to children. The second would be parent involvement. The third would be movement toward educational change.

In Michigan we have served 84,922 children, something less than 25 percent of the children that are eligible under the eligibility criteria. We served them in programs that ranged from teacher aides to teaching machines. We served children from prekindergarten through 12th.

State data shows that we have had an achievement gain for these children of 1.3 for each month they are in the program. We have seen attitudes of children changed toward themselves and toward school. They begin to like themselves. They begin to feel favorable toward schools. The teachers find the students are more sociable, that they are less absent from school.

For the children I think we have done a good deal through the use of title I money. As far as parent involvement in education and also parent support of education, we have a total of 18,791 parents involved in title I programs. They are involved in the area of planning, evaluation, volunteer teacher aides and in training. They are also involved in selecting staff of title I, monitoring budgets and expenditures, to assess materials and equipment for their quantity, quality and accessibility to staff. These parents spend a great many hours away from their homes because through their involvement with title I they have found they are a real partner in education with their child and they have real assets to give to the school and to their child.

It has been found in the State of Michigan that programs that have parents involved in a teaching capacity have raised achievement levels to a much greater extent than programs that did not. Movement toward educational change, many things have happened in the State of Michigan which shows the school districts are changing. Based on data that came from compensatory programs, our State department of education has developed an accountability system. This system is being implemented also at the local school level where local school districts will have to develop goals for their school district to be eligible to have performance standards and assess the needs of the children and the needs that are unmet and then develop the delivery systems and assess the movement of the delivery system to meet those needs.

This is a great change. Heretofore school districts appeared to work in a vacuum with no guide, no road signs to know where they are going. Those children who achieved achieved, and those that did not did not.

Another factor that has been discovered through the development of title I programs is that schools and education cannot be insulated or is isolated from the community, that education is not housed within a building, but is a part of a total life of a child.

We also learn that education cannot be exclusively professional. There are great services and great skills that nonprofessionals can bring and that are needed by the professionals in order for them to work. We also learn that we need to deal with the total child's development, not only his cognitive development, but physical and social and emotional development.

One great thing that I think is going to make the biggest change is that we learn we need to individualize. We find that students have individual needs and individual development rates and make individual progress and that we have to develop programs for each individual child. This has far-reaching effects on what we do for other kids as well as the educationally deprived children from low income areas.

We find that because of learning we are able to do it for children who are exceptional, who have high IQ, so they can be developed to their fullest potentials. I don't want to leave you with an impression that all title I programs in the State of Michigan were a success and that we got 120 percent for every dollar we put in the program. We have programs that have failed to meet their objectives, but in failing we have learned something even in that. We do need more parent involvement and we need stronger guidelines that will encourage districts to support parent involvement.

We need to be able to serve more than one-fourth of our children. We need to be able to serve them all, but as I say, we have learned from our failures. People who would not heretofore meet with parents are discussing and working in partnership. We know that programs will fail sometimes or they may succeed when you try new programs, but we also know if we don't try anything, you are sure to fail.

So there are some things that need to be changed under title I. We certainly don't need to change the general aid or special revenue sharing, as it is called. We need to keep the programs categorical so that the children who have the greatest need will have the greatest opportunity for advancement and development.

Also it goes to a common sense thing. If my husband learned to build a five-room house, it is very easy for him to build a birdhouse. But if we teach him to build a birdhouse, he will never get the five-room house built. It is the same thing when we talk about education.

We have to work on hard problems first.

Thank.

Mr. FORD. Thank you very much. I want to thank you for the supplementary material that you have given us indicating that there has been a substantial amount of evaluation. I would like to get back to your second and third points that you made in the statement after we have heard from other ladies before the panel.

Mrs. Dixon.

Mrs. DIXON. Mr. Chairman and members of the Education and Labor Committee, I am Thelma Dixon, the chairman of the Massachusetts State Title I Parent Advisory Council.

This morning I have with me 45 members of the statewide PAC. These 43 members on the PAC represent 7,000 children and in my State we are pleading in behalf of the continuation of the title I program in this categorical aid. We refuse to believe as parents that we have traveled for 10 hours on a bus and would have to go back home realizing that this will not be one of the main emphases that will be placed here before the educational committee.

I speak to you this morning in behalf of these parents, because we have taken it upon ourselves that money was raised that we could come here and lobby for this program. Everyone in Massachusetts that we contacted contributed overwhelmingly to the program. The money that we traveled here with this morning has nothing to do with title I funding so we feel we can speak and lobby as we feel.

We have in our program 70,000 children from across Massachusetts. Each parent on the advisory council represents 1,500 children. This is where we are coming from and this is where we will remain. We feel that title I has been a program that has been far reaching in development and education system that was not built into our regular school system for the education of the deprived child. We feel that this program has been specified to deal with those problems and to help this child on a one-to-one basis.

I am asking you as representatives on this committee that we would like to leave with you that our childrens' education has been in jeopardy. The overall population in Massachusetts cannot be met by the Governor or the mayors which will have this revenue sharing. The thing we question strongly is that political gain will be made with this and that we will not be able as parents to have guidelines that will be stated timely enough and that parents will be aware of and educated to, to have a program that can take the place of title I.

The fear in our minds this morning is that as we go back to Massachusetts, we want to go back to all of the States that we are here pleading from, not only to Massachusetts, to all of the States with the hope that we have been here and we have accomplished this. I am asking that the parents that are here from the private schools that have the program and all of the inner city schools, we have joined forces here this morning to make sure that these children will have a way of life and we have supported one another fully from the local level to the State level.

I attributed all of this to the dedication of the parents that at one time felt they could no speak for their child, tnat have been given an incentive that they have the assurance that they have that relationship with the administrators in the program, with the State department, that they feel that they can speak on any issue that concerns their children.

This has been done through title I and I am sure that revenue sharing will not accomplish this aim. I am saying to you that this is one of the things that we are all about. We have been helped to speak for our children and we will not return back to the States saying that we could no longer speak for them. We are here. We are going to remain here with title I hopefully categorized in the area as it has been and, please, more money to help those children that we have not been able to service.

In Massachusetts alone we have over 3,000 children that did not even get into the program because we could not work them in. This is our concern. How can we get this program funded so that the inner city child will have a right to go out and be a citizen that can represent the community from which it comes? This is one of the things that I say that the Government leaders don't realize perhaps.

The food program, the health program, all of the welfare programs, the rolls that the welfare has still. we question it because parents have been educated to an extent that they have gone off of the welfare through title I programs and they are self-providing citizens. We don't want our children to have to rely on aid for their parents. They want to go out and be educated. We have over 1,000 teacher aides in the city. Two-thirds of them are in colleges. How can we build a program unless we build it from within and I question anyone that says that we must return to this inner city with a question in our mind that you no longer in Washington can confront the President of the United States and say this, we will not allow the country to get in this predictament.

We will address the needs of the people that have selected us and and from the community of which you represent. I am saying to you today that we must continue, we will not go backward. We will have this program in its entirety and with more money and we refuse to recognize any revenue sharing because it will leave out the poor and the disadvantaged. I am asking you today, do not send us back home that the flame you have ignited in these parents—do not send us back home so that that flame will not glow in the life of our children.

We have hope. We have courage. We have strength and we must unite ourselves across this Nation going back, saying that you will as representatives say title I must continue.

I thank you. [Applause.]

Mr. FORD. Thank you, Mrs. Dixon. As you can see from the reaction here, that is an outstanding example of the eloquence that comes from someone who understands what the spirit of this law is supposed to be. I noted here and checked with counsel that we have Superintendent Johnson from Los Angeles coming in, we assumed, to support the legislation. We have had Dr. Leary from Boston, who has been in to support the legislation. Congressman Daniels is bringing a group of superintendents from New Jersey later this week to support the legislation.

Mrs. Nichols, you have been preceded here by the school board of the City of Detroit, by Dr. Porter and his staff from the State office and by numerous school superintendents from across the State of Michigan, who have been here to support this. I think that I should say to you that on this committee on both the Republican and Democratic sides, the vast majority, the overwhelming majority have supported this legislation. We wrote it in the beginning. We have fought it out over a period of years, and it is true that the authorizations that we have been able to get the Congress to vote for don't match the amount of money that we have been spending.

We built a Cadillac automobile and then give it to school people and say, here is a five-gallon can of gas, drive it to California. When they get as far as Chicago and run out of gas we wonder why the program does not work. I think that there is a very strong feeling on this committee that, even though there are differences among us about what changes are necessary and the direction they ought to go in, the purpose of this legislation has to be preserved and the record of members in both parties on the committee itself in fighting this President and his predecessor for education funds is a very clear one. But you have here in this room backing you up the real key to whether we are going to succeed this year or not. The real key is going to be whether you can get the other concerned parents like yourself across this country to tell their school people and tell their

Congressmen that they do support their efforts to increase Federal aid. Frankly at the moment all of the indicators we have from pollsters is that public opinion is supporting the President in his approach that the only way we can balance the budget is to cut school funds and some of the other programs in the social area.

It is apparent to us that members of the Congress, with whom we have been working for a long time to bring to our way of thinking in terms of financing this, are being lost to us. We really feel that, at the moment, we are a little weaker on the floor than we have been for some time. That weakness will continue unless you and other people in this room can go back across the country and ignite among the people the kind of agitation, and I use that word advisedly, the kind of agitation that will be necessary to indicate to members of the Congress that their lives would be much more comfortable if they support us than it might be otherwise. You can do more than the superintendents, whether they are State or local, who have been before us, because they, too, agree with us that, while they have had to go to the people and ask for more taxes for education, the people are ripe for someone who will say to you, " would rather cut your taxes than spend more money on education." Or "I would rather cut back on education than face the possibility of increased taxes."

The American people are being told that, if we the Congress increase or maintain at the present level support for education, we are going to drive the President against the wall and he will be forced to increase taxes. Many of us believe that the extra money that is asked for the Defense Department and other areas might very well be the reason we are going to have to have a tax increase and many of us are willing to consider a tax increase if that is what it takes.

I will give the Pentagon the money if they will give us the money we require.

We can't do this unless the people who are going to vote on this know back home that it is important. Each one of you four ladies now on the panel represents States which have people who will be voting on this who haven't got that message. I hope you will find out who they are and get this message before we get the bill to the floor.

Mrs. Brodie.

Mrs. BRODIE. Gentlemen——

Mr. FORD. I might say that I owe it to the committee to say those comments are personal and not as temporary acting chairman of the committee because not everyone would agree with me on that.

Mrs. BRODIE. Gentlemen, I am pleased that you have given me this opportunity to offer my views on the proposed legislation to extend the funding of title I. It is my position as State chairman of the New Jersey Parent Council and the chairman of the Central Parents Council of Newark, N.J., this funding is vital to the education of the economically and educationally deprived children and to continue the dialog created by the guidelines of title I legislation which mandates the creation and implementation of individual school councils which are *advisory in nature* comprised of teachers, parents, administrators, local business people, local clergy, and students in our communities on the secondary and junior high level and all interested community groups.

With me today, as my predecessor stated, we have 100 people that have raised moneys to come here and speak and address ourselves to the issue. These are not moneys from the title I program within the local board of education. These moneys have been raised from private people and contributions given by people that are genuinely concerned for the continuation of title I ESEA.

We are now in the midst of a period of history that could probably be accurately named "The Age of Awareness." As a mother of six children, five sons and one daughter, I certainly feel that this gives me my most important input into total education. My children are my stock in the educational system. Because of efforts on the part of the community to become actively involved in school matters, we realize that many educators are resisting this new awareness on the part of the community for several reasons.

In the past some viewed it as a threat to their security and others felt that educators were best qualified to determine what is best for school. Additionally many teachers feel that although the time and place may be different, the parents' involvement as reflected of Oceanville-Brownsville and community control. It is commonly agreed upon that there exists a crisis in public education.

The rising costs of education make it virtually impossible for local districts to support schools without additional aid. The lack of adequate buildings and the teacher shortage add to the problem. These are not the problems of educators alone. They are the problems of everyone and it certainly requires concerted effort on the part of the total community in order to find a solution.

Title I ESEA is the only vehicle which requires a continuing effort on the part of all concerned to come to the table of brotherhood to discuss and solve these problems. It would seem to me that we cannot logically ask parents to assist in seeking answers and then deny them the right to ask questions.

Many educational agencies do not provide a platform for this, but title I under Public Law 91-230 does. A review of many successful school districts has indicated that where school districts enjoy success, there is good parent-community relationships. When people believe in their schools, they get behind them and support them. The community then becomes a positive force for the good of the system. It involves the community in the process of making decisions that will ultimately affect them. It involves the parents and the identification of needs and the establishment of objects. It recognizes the rights and responsibilities of parents to be involved in education.

I think we must determine what community and parent relations is. Community relations is that process of developing the lines of communication between the school and community. It is essentially a way of life that involves a very special concept of all shall participate and all shall share. It involves the community in the process of making decisions.

Community relations and parent relations are often confused with public relations and however the difference is quite distinct. Public relation is primarily concerned with image-building. Public relations is the sowing of a commodity. It is a one-way street. While parent-community relations is a two-way street with the major concern for the two-way flow of information. Parent-community relations is a fact whether or not a system enjoys good or bad community relations as is the real and only challenge.

And everyone involved in a school system is, in fact, a community relations agent. This includes professional and nonprofessional and instructional and noninstructional personnel beginning with the superintendent to the school clerk, cafeteria worker, custodian and each person who comes into contact with people projects an image of the total school system. Whether that image is positive or negative depends on the kinds of interpersonal relationships that result from that contact.

Title I to us has been this and more. Any attempt at good effective parent-school-community relations will result in an atmosphere of where there will be a rediscovery of what quality education can discover, a teacher-by-teacher recommitment to that offer and a community-by-community determination to make that offer valid.

The marriage of this kind of involvement will produce that kind of quality education that is needed to prepare today's children for a highly technical society, which is in a state of rapid change. Title I provides this kind of atmosphere. Many of the ills of our society —and including poverty, unemployment and adequate funds—are focussed on the goal of providing adequate educational experiences for all American children, including those whose families have found themselves caught in several generations of clinical disadvantages and exclusions from the mainstream of life. Many States, localities, from lack of willingness and our resources have not provided the kind of educational experience necessary for their disadvantaged population.

That is why less than a decade ago Congress took a revolutionary step and established for the first time a Federal role in the funding and guiding of programs to improve the educational opportunity in America. This act assured a well-focused Federal participation and the provision of resources for the educationally disadvantaged and the continuation of what may be a necessary tug of war between the Federal bureaucracy and local and State educational agencies as to the adequacy of fulfillment and the implementation of guidelines for the disadvantaged.

Suffice it to say, the local needs in education are not always identical with local political power. It was the assumption of the administration's bloc grant proposal in 1971, although the actual bill has not been submitted, it is the assumption of the special education revenue sharing proposal in 1973 as reported in the President's budget message that State and local authorities are better able to establish priorities for spending available funds according to needs than is the Federal Government.

The history of American education provides abundant evidence that this is not always true. I would submit to you that out of the 49 indictments that we faced in Newark, N.J., it was the result not of compensatory education programs that had been skillfully monitored. Sixty-nine indictments have transpired and we do not want the same thing to happen with categorical aid. State and local agencies make decisions in terms of the various social and political pressures around them and these pressures are not necessarily consonant with the needs of education.

We cannot ignore the fact that with $1 billion in unrestricted funds on hand there is going to be enormous pressure on State and local officials to use this money for schools serving more affluent children. Also there certainly will be determined pressures from teacher unions and local education associations to put free money into teacher salaries and this is really throwing money into a political pit.

The present administration has made a great deal of principle of accountability in education. It is, therefore, remarkable that special educational revenue sharing virtually does away with the accountability to the Federal Government for the way in which funds are spent. No State plan would be required except for funds for disadvantaged children and a portion of the impact aid programs distribution of Federal funds within the State would be left completely up to an agency designated by the Governor of that State whether that Governor be William Cahill or George Wallace.

It seems what we are doing now is an attempt to destroy what progress we have made thus far in the field of Federal support for education. The only way that such progress can continue is through a grass-roots campaign as we recognize and support H.R. 16 and H.R. 69, the only bills introduced in the Congress thus far, which retain categorical school aid not embodied in ESEA.

H.R. 16 introduced by Congressman Perkins is called the School Finance Act of 1973. We realize the purpose of the bill is to affirm that while primary responsibility for providing elementary and secondary education rests with the States, the Federal Government has an obligation to assist the States in making available to all children an education of high quality.

H.R. 16 seeks to provide financial assistance to the States and to the local education agencies to assure that their resources, when supplemented by this Federal assistance, will be adequate to provide all children an elementary and secondary education of high quality.

The National Advisory Council on the Education of Disadvantaged Children suggests that there is already sufficient information available to demonstrate the need for forward funding without the possible expensive study proposed under title III, H.R. 69. The council feels that delayed funding of title I and other programs which has occurred as a result of the slowness of the appropriating process has caused major confusion, waste and inefficiency at the local level, and ineffective expenditure of Federal dollars. It is impossible for evaluations to have an impact on local programs, for qualified personnel to be hired and retained, and for quality programs to be developed and implemented unless there is at least some certainty preferably on a 5-year plan in advance that specific dollar amounts will be available for these purposes.

Those of us who care about children and who believe in Federal commitment to children's programs certainly have a responsibility to seek comprehensive child development legislation which protect good programs already in place and will provide new funds to establish and monitor new quality programs for children and their families through a comprehensive cooperative effort by the Federal, State and local governments together with parents and communities.

We urge you to make certain that title I is continued at the present level of funding through 1978. And many councils throughout the country, where you have people coming together constantly discussing the adequate utilization of funds, we know that while title I and many other programs have not done all that it could and in many instances we have been in the pilot process, and I feel that if these programs are taken away from us now, what you have done indeed, you have fed our children dessert on an empty stomach.

The Elementary and Secondary Education Act, title I, 1965, was enacted to expand and improve elementary, and secondary school programs for educationally deprived children in low income areas, and funds have been sharply reduced for programs. Theoretical appropriations do not equal the minimum requirements necessary to successfully project the positive attainable goals within the guidelines of the Act and yearly fund, and limit time, and planning for realistic, and quality designed to meet the particular educational needs.

We realize that you have not been able to give us the proper funding because on the national level you are only funded at 25 percent. We recommend that (1) there be continuation of legislation for ESEA title I for 5 years, through fiscal 1978; (2) that there be full funding in order to reach all eligible children; (3) that appropriate funds be advanced so that the State and local educational agencies can plan projects more effectively; (4) that ESEA title I parent councils have reciprocal signoff on educational programs and no superstructure which will supersede the title I parent advisory councils; (5) that title I parent councils take the responsibility of surveying these programs.

We in New Jersey feel that if the above recommendations are not strictly adhered to, there is a great danger of persons who are not notable in their concern for educationally deprived children who may have their own hidden agenda, and education not necessarily being one of their priorities, may well dissipate the entire principles upon which title I ESEA 1965 was founded and implemented.

We urge you to continue the title I legislation, make sure that our children continue to accelerate in the various disciplines of learning.

[Applause.]

Mr. FORD. Thank you very much, Mrs. Brodie.

I have a couple of questions of this panel, but I am informed that some of the people who are here who have yet to be heard from have buses leaving early this afternoon. In the interest of giving everybody a chance, I will move along as quickly as possible. I would like to suggest that if there are some of you who have to go home early this afternoon, you not leave town until you have stopped by to pay a cordial visit on your Congressman to tell him why you were here and what it was you came for and what you expect him to do.

I think it might also be helpful if you knew that, while each one of you has talked about the funding problem and the whole question of forward funding which has been an objective of this committee for some time, this past year we experienced two vetoes on our appropriation. One of the first major actions that the Congress took in this session of Congress was to pass a continuing resolution which increases the amount of money available to the President for expenditure during the current year in the area of education and health by almost a billion dollars.

I had to ask counsel if he has signed that bill into law yet, because he signed it without saying anything one way or the other. The Department of HEW has said absolutely nothing at this point about whether they intend to spend the money that we have just sent over to them. I would hope that you will draw the attention of both HEW and particularly the President to the fact that you expect that the money that Congress has now appropriated a third time for this year and which has now been signed by the President will, in fact, be spent because at this moment there is no indication that that is what they intend to do.

I particularly would like to add in 1969, we amended the Elementary and Secondary Education Act by adding section 415 called "Parental Involvement and Dissemination," which deals with information. We said that, in the case of any applicable program in which the Commissioner of Education determines that parental participation at State or local level will increase effectiveness of the program in achieving its purposes, he shall promulgate regulations with respect to such programs setting forth criteria, et cetera. In other words, we said, Mr. Secretary, you now have the authority to set up a mechanism so that there will be parental involvement in these Federal programs.

That was passed by the Congress in 1969 during this administration. The only educational program that it has been put into effect for is title I of the Elementary and Secondary Education Act. So you, for the first time, are bringing to the attention of this committee the fact that, as recently as 1969, the Congress said that parents ought to be involved in the formulation of these programs and in their monitoring and in their operation; the effect of the proposal now this year, taking title I out of its present structure and buying it in the revenue sharing, would be to wipe out the action of Congress in 1969 and thereby wipe out the parents council.

Directing the question to the four ladies at the table, the councils that you represent here came into existence as a result of this change in the law, did they not?

Mrs. NICHOLS. Yes.

Mrs. ROCHELLE. We can't say that in California. The State of California had written it in their guidelines before the Federal Government did. We are a very progressive State.

Mr. FORD. You have a very progressive superintendent out there, Wilson Riles.

Mrs. NICHOLS. In the State of Michigan there were parents councils before 1969, but the quality of their involvement left something to be desired until after the 1969 amendments. At that time parents were giving a better framework with which to work and they became more involved throughout the State, not only locally but statewide, but the big push came after 1969.

Mr. FORD. Until 1969 there was really no requirement that would force a slow State or slow school administrator into working with the parents council. I really think that now that you have called it to their attention, the Congress is not going to take too kindly to legislating you back out of existence when you are just getting started.

So we might make a little more room, I would invite the ladies who have been on the panel who are going to stay to use the seats of the Congressmen in the front here so someone else can use your seats back there.

The next panel is Mrs. Connie Gomes, Providence, R.I., Mr. Wallace Dent, Philadelphia, Pa., and Mr. William Anderson, Wilmington, Del.

Come forward, please.

I would like to say that pursuant to previous order of the Chair, your prepared statements, which you have presented to us, are now entered in full in the record, and I will ask you, as briefly as you can, in deference to the other people yet to be heard, to summarize your statement without reading it if you please, and supplement it if you would like to by adding to it.

[The statements referred to follow:]

Statement of Mrs. Constance Gomes, Providence, R.I.

My name is Mrs. Constance Gomes. I live in the city of Providence, R. I. and I am here to address my comments to the Elementary and Secondary Education Act, Title I. I am a member of the Parents' Advisory Council, Title I, in Providence and am presently serving as Chairman, and have been actively involved in Title I activities since 1967. My children attend Title I schools and receive the services provided by Title I programs.

Today I am appearing before you to voice strong support for continued funding of Title I and continued modifications to improve Title I in order to provide increased quality of services to disadvantaged children. I also want to strongly urge that the role of parents be maintained and strengthened so that we can play an even greater role in determining the destiny of our children.

My remarks will emphasize four major areas:

1. A need for funds for Title I programs.
2. Some reasons for continuing to enforce comparability.
3. The importance of continued parent involvement.
4. And finally, some comments about the proposed revenue sharing.

First, the need for funds. I know as well as other parents, teachers, school administrators, state and federal educational officials and members of the United States Congress, that money alone will not provide solutions for the problems of educationally disadvantaged children. I do believe, however, that if money is wisely used, it can be a significant force in reducing and, hopefully, eliminating educational deficiencies. I will later refer to two specific programs which are currently operating in the Providence Schools that prove that Title I monies can be effective in dealing with the problems of disadvantaged youth. These programs show that students benefit when available funds are combined with well-planned efforts of parents and school department members. While money alone cannot accomplish needed services for educationally disadvantaged children, it is also true that high parent interest and involvement and sincere efforts by school department members cannot make any impact on the problems of the disadvantaged without the basic funding provided by Title I. Those of us in Providence know that other urban settings face the same problems we do in preparing our children for the society in which they will live.

As parents, we have three special concerns regarding funding which we feel our representatives in Congress must respond to:

1. Congress should make every effort to fully fund Title I programs for the coming year.
2. In addition, Congress should recognize the needs of school administrators to have funds available well before the start of the school year.

3. Finally, Congress should also attempt to provide funds for educational programs at least one year in advance of the operational year.

All three of these points are very important to insure efficient use of the funds and the resulting impact on reducing the problems of educationally deprived children. Please remember that Title I has never been fully funded.

The next major point I want to speak about is comparability. As of last July, for the first time, state and federal educational agencies have been enforcing comparability guidelines. You must realize the impact this has had on a much more equal use of local educational agency monies for all children. It is our belief that unless the comparability guidelines continue to be enforced, local funding will not go to students who need services the most. It is also important to note that the enforcement of comparability has caused much discomfort to state departments of education and local educational agencies. Title I parents in Providence regret the consequences of such discomfort, but we strongly urge Congress to see not only that present comparability regulations be carefully enforced, but also that such regulations be strengthened.

Prior to the enforcement of comparability guidelines, it was a poorly kept secret that much of Title I resources was being used in a way not intended. In fact, a good portion of the funds were being used to displace local educational agency efforts, rather than provide supplemental services for the youth who most needed them. For the first time in history, as the result of comparability guidelines and their enforcement, in some school districts all children, advantaged and disadvantaged, are receiving equal attention. This means we are now paying as much attention to kids who have difficulty learning as we are to the much more satisfying task of teaching those who can learn with more ease.

My third major point is parental involvement. Speaking as a representative of a group of parents in Providence who have been actively involved in Title I activities, I urge you to retain and even strengthen parental involvement as it is presently written in Title I guidelines. I refer you to the attached recommendations of the Coalition of Parents Title I ESEA to the National Advisory Council on the Education of the Disadvantaged Child. In the city of Providence, parents have been involved in Title I activities since 1967. We feel that we have been successful but the road has been bumpy and all involved parties (parents, students, teachers, LEA, SEA and federal officials) have often wondered whether this experiment was worth the effort and the money and the time and the energy. Our experiences in Providence, R. I. indicate that parental involvement, when supported by the educational establishment can help improve education of disadvantaged children. Specifically, I refer to two programs being conducted by the Providence School Department.

1. Providence Title I Reading Program.
2. Project Collaborate for Special Education Children.

In Providence, Title I parents got fed up with the reading program that had been conducted by the school department for years. The program showed no measurable progress for student achievement. We came to realize that not only was there no measurable achievement but also that our children's achievement in reading was decreasing. We took some action. The parents in conjunction with a new school administration, battled hard and we were able to establish a new approach to learning to read. We can prove our success in a number of areas. In the last year of the old reading program, we served 2850 students at a per pupil cost of $231.00. Under the new approach, we served 4389 studnts at a per pupil cost of $177.00. A basic difference in the approaches was that under the old program a child was helped only when he was an obvious failure. He was pulled out of the classroom and given more of what was unsuccessful in the classroom setting. There was no systematic approach to solving specific reading needs for the children. The new system identifies specific reading skills and features in-service training to provide reading teachers and classroom teachers with methods and materials for meeting individual student needs. A computerized tracking system monitors student progress and provides all involved staff members with diagnostic information needed to insure student progress or identify reasons for lack of progress. Implementing such a program was not done easily but in a relatively short time significant student improvement can be documented.

Project Collaborate was a joint effort of parents and the Providence School Department to solve special education needs of children. Previous diagnostic and clinical services had been spread too thin to provide in-depth treatment and services needed by the children. For the program in 1972-73, it was decided to concentrate services on those students in most desperate situations. Together, parents and school department officials wrote a program for those 40 children in Providence ready to be placed in residential care centers or to be completely abandoned by parents, schools and the community.

As a result of Collaborate, these children are receiving intensive educational and phychological services at a cost of $1370 per child. Discounting the real benefits to the child being in a normal and caring environment, the financial benefits are extensive. The interim evaluation indicates remarkable progress in the reading objectives of this program.

In the reading program and Collaborate, parent involvement has had a tremendous impact on the quality of the services provided for deprived children. We are certain, because of our experiences, that parent involvement is an absolute necessity if Title I funds are to have the impact set forth in the guidelines. If Congress or this committee have any questions about the actual and potential value of parental involvement in the educational process, we will be happy to respond and document our role.

I believe I speak for them when I say that quality education can *only* be attained by completely *cooperative* efforts of parents, students, teachers, LEA and SEA and federal officials.

My final point of emphasis concerns revenue sharing which is appearing on the horizon.

History clearly indicates that educational disadvantaged children do not get their fair share of educational funds unless those funds are clearly earmarked and categorically allocated to them. In addition, to insure services reach the specified children, guidelines and regulations must be strictly enforced. Therefore, if revenue sharing is to be a reality, I beg you to insist with all your power that the spending of such revenue be categorically defined.

In conclusion, the Parent Advisory Council of Providence urges your support in Congress for the continuation of ESEA Title I and H.R. 69. I further urge that full and total funding be made available to provide for the needs of children in desperate educational situations. Please continue to enforce and strengthen those measures of the act which support comparability, parental involvement or categorical definition of spending of funds under revenue sharing. That is the only way we see that our children will receive the educational services which they are entitled to.

STATEMENT BY WALLACE DENT, CHAIRMAN, ESEA, TITLE I PARENTS' COUNCIL OF PHILADELPHIA

I am Wallace Dent, Chairman of the ESEA, Title I Parents' Council of the School District of Philadelphia, Pennsylvania. I like to thank Mr. Perkins and the Subcommittee on education for this opportunity to voice some of our concerns.

With the problems of financing education today being what they are, I am sure you can appreciate the multiplicity of problems a large city such as Philadelphia must have in trying to educate adequately our educationally deprived children.

When Congress enacted the Elementary Secondary Education Act in 1965, it funded a friend. A friend meaning the School Districts receiving the needed additional funds; a friend, meaning all the teachers that are involved with Title I programs that enabled them to participate in areas of teaching otherwise not available, but most of all a friend to all the children that are served by Title I. They are the real beneficiaries. Without this aid from Title I, the hope for success of many will be shattered.

Needless to say, I can't stress enough the need for the continuation of the Title I program. Title I should be continued as a categorical program which would ensure that a specific amount of money would be spent on children with specific needs.

I am opposed to the ESEA Title I program becoming a part of the proposed Education Revenue Sharing Plan. This would take existing Title I money and turn it over to the states and cities which would have complete control over funds and programs without any Federal control, supervision or auditing.

As education is not top priority for some, I shudder at the thought if they controlled where and how these monies should be spent. As parents we look to the Federal Government to come to our aid when there is a crisis. Right now education is in a crisis. In the large urban cities, the local governments with their political struggles and pressures, we really can't look to the politicians for help, and the same for states. We are looking to you the Congress of the United States. You tell us, through the use of legislation how much and where the money is to be spent. We are Parent's Council of each school district will be the additional eyes and ears needed to ensure compliance.

If for some reason the Congress should pass the Education Revenue Sharing Plan, safeguards must be built in to ensure that monies allocated for education reach their proper destination. As parents, we could not sit back and see these monies placed in a bag and issued out according by someone that may make education of disadvantaged children a lesser priority.

I think also that the involvement of parents in the Title I Program has had a major effect on them and their children. The ESEA Title I Programs in Philadelphia are just beginning to really payoff especially in the area of reading where we have parents employed as reading aids. These parent reading aids are conscious of the problems of their children and of their school, and are very supportive of both. Just in this area alone, the dignity of many parents has been raised within their community by working with the schools which surely will rub off onto their children. And of course the small monetary assistance they receive from Title I is a great help and aid to their entire family.

Our Parent's Council stresses accountability by everyone involved in the education of disadvantaged children. It would be helpful to Parents Councils if ways and means of implementing "Teacher Accountability" were included as a goal of the ESEA, Title I Program. I recommend that the Federal Government, require the State, before allocating monies to any state under Title I ESEA, must file with USOE, a process by which school districts and teachers will be held accountable for the educational success or failure of Title I youngsters, with documentation that parents and community participated and gave input into this process.

It is also suggested that a reasonable portion of the local project Title I funds be provided for the use of the Parents' Council, to ensure that all Title I programs have been planned, developed, operated and evaluated in consultation with the involvement of parents of Title I eligible children.

The Title I Parents' Council composed of parents of the children served by Title I projects, community organizations and non-public schools conducts periodic meetings to assess students' needs, review existing Title I projects, discuss programmatic changes, and prepare recommendations to the Board of Education and the State Department of Education regarding activities and projects. During the school year, citywide open hearings are held to get ideas and suggestions from parents and community groups throughout the city.

Our Parents' Council has been operating for two years now, and we believe we have developed an organization of concern and of active parents. Our parents, in addition to attending regular meetings twice a month at the School District Administration Building, serve on subcommittees that get into schools and evaluate Title I programs going on in the classroom. This also gives them an opportunity to talk with teachers, administrators, parents of the children being served and of course the children. This process is essential and is part of the organized method of reviewing the School Districts Title I application prior to our making recommendations. The Parents' Council throughout the school year meets with project administrators and school district evaluators to review projects and again make recommendations for any changes. Parents' Council members must also attend community meeting in their neighborhoods to bring to the community news and information concerning the ESEA, Title I Program. The Council attends periodic training sessions that cover all aspects of the ESEA, thus the members are some of the most knowledgeable people in the city on Title I.

These are but a few of the responsibilities of the Parents' Council. As you can see, they have devoted an enormous amount of their time toward the improvement of the ESEA, Title I Program. As a result, the communities are informed and sensitized to the needs and concerns of the children and school district. But, as a chairman of a Parents' Council, I must say, we are looking to the Federal Government for much needed support in the area of parental Involvement.

In closing, I would offer my support to Bills H.R. 69 and H.R. 16 introduced by Congressman Carl Perkins. The provisions of these bills would greatly aid our city and state. It is very important that sufficient funding be provided for compensatory education of educationally deprived children. It is equally important that the Federal Government assume a major role in improving the quality of education for all children. The School Finance Act of 1973, H.R. 16, speaks to both of these issues, and with my present understanding of the intent of these bills, I offer my approval.

STATEMENT BY WILLIAM H. ANDERSON, CO-CHAIRMAN, TITLE I PARENT ADVISORY BOARD, WILMINGTON, DEL.

Good morning, Congressman Perkins, and members of the Committee on Education and Labor. I am William H. Anderson from Wilmington, Delaware, and I represent the Parent Advisory Board of that city.

I feel that Title I should be continued as a categorical program rather than lumped under the proposed program of Education Revenue Sharing. Title I, as it now stands, is a program designated for a specific group of children; namely, the educationally disadvantaged across this nation.

True, there have been arguments on both sides as to whether Title I has done or is doing the job that the legislation intended for it to do. I definitely feel that the program has had a positive impact on the lives of boys and girls in Wilmington, the State of Delaware, and across the nation. I submit that in some instances because of the lack of clear guidelines, many cities and states have made some errors. As an example—the rules on comparability. To place Title I under Education Revenue Sharing would open the door for such funds to be diverted into schools serving children who are more affluent or become a part of a school district's general budget. Therefore, I can see money designated for Title I being used to supplant rather than to supplement state and local funds. Education Revenue Sharing may sound nice, but in my opinion the proposed program contains many hidden dangers that will deal a death blow to Title I and other educational programs.

Secondly, gentlemen, research has indicated in the many studies that have been conducted that there are several factors that contribute to children being educationally disadvantaged. As examples, high teacher-pupil ratios, lack of relevant materials, emotional problems, and cultural isolation in the case of the Spanish-speaking population in many cities. In Wilmington, for example, we are able:

1. To hire classroom aides that enable us to reduce the teacher-pupil ratio and give children more individualized help;
2. To purchase materials and equipment that are better suited to the identified needs of children;
3. To provide better instructional services to the Spanish-speaking population;
4. To employ reading specialists to deal with the special needs of boys and girls;
5. To provide guidance services for a number of children who need help in finding solutions to some of the emotional problems that prevent them from achieving to their capacity.

These are only some of the examples in which Title I has contributed to the educational betterment of children, not only in Wilmington, but across the nation. While the above factors cited relate primarily to some of the reasons children are educationally disadvantaged, research also has pointed out that a positive force in helping children to overcome their disadvantagements is that of parent involvement.

One of the outgrowths of parent involvement that has been mentioned is that children will be better motivated if they see that their parents are interested in the schools. Another assumption that has been made is that parents are able to offer to educators more insight into the needs of children.

Realizing that research studies are no good lying around on shelves, the question then is asked, "What are we doing about them?" As a direct result of Title I legislation in October of 1971, mandating the establishment of parent advisory councils, we have in the Wilmington School District done the following:

1. Established a city-wide Parent Advisory Board made up with more than a simple majority of parents representing each target school participating in Title I activities;

2. Established a Parent Advisory Council at each target school.

As a result, parents now have a vehicle for direct participation into the planning, monitoring, and implementation of Title I projects.

In summary, gentlemen, I am supporting a program that has made these contributions:

1. Focused attention on the needs of certain children;
2. Helped the learning process with supportive services;
3. Required schools to be accountable to poor communities;
4. Given schools extra money to deal with the special problems of children;
5. Required equal spending on all children so that Title I is truly extra;
6. Provided a way that parents can participate in the learning process of their children.

[FROM THE EVENING JOURNAL, FEB. 22, 1973]

SCHOOL OFFICIALS POINT TO SCORES SAG, ASK BIGGER BUDGET, AND MAYOR PRAYS

(By Larry Nagengast)

Wilmington school officials last night used a discouraging set of test scores to try justifying a $3.4 million local budget increase, while Mayor Thomas C. Maloney asked for "some special prayers" to help get the money.

Maloney's request for divine assistance followed two hours he spent as chairman of the Wilmington School Tax Commission, which must set a school tax rate by the end of March.

The tax commission asked the school system for a five-year report on achievement test scores, and its chairman was not pleased with what he heard.

"I don't think anybody would be happy. There's no question it's very bad." the mayor said after hearing the report given by Dr. John G. Parres, the school system's director of research and planning.

Parress' report, admittedly incomplete because of a two-year moratorium on standardized testing under the regime of former Superintendent Gene A. Geisert, showed a pattern of students falling farther behind national norms as they progressed through the school system.

The only direct comparison Parres could give was between third graders in 1969 and sixth graders in 1972, which he said after the meeting, presumably included many of the same children. Over a three-year period, these students showed only 19 months of achievement in reading, language and math tests.

Parres also gave figures on tests administered last October. The totals showed a range of third graders falling nine months behind national norms to tenth graders falling 36 months behind.

Other results displayed by Parres showed Wilmington students scoring between the 20th and 25th percentiles on standard tests. This means that between 75 and 80 per cent of students throughout the nation taking the exam scored above Wilmington's average.

"It's by no means encouraging that the scores decrease the longer they stay in school," Maloney said.

More than 100 persons, most applauding speakers supporting the proposed budget, packed the meeting in City Council chambers. They heard three dissenting voices, a combination of humor and tensely emotional rebuttals to the budget's opponents, and a few hopeful signs of improvement from school administrators.

After Parres' presentation, the school administration called on the Harlan Elementary School principal to testify that urban students can learn under the proper conditions.

William E. Russell told the commission that an individualized reading program, now in its second year at his school, has brought reading standards well above grade levels for many students. "Some are reading at the eighth and ninth-grade levels and we now have a special enrichment program for them," he said.

"We have proven beyond a doubt," Russell said, that children can learn when given the proper resources and motivation.

The proposed budget increase, which would give the school system $11.1 million in local operating funds, about $493,000 than it is expected the state will provide, drew its strongest opposition from Millard Cornwell, a conservative former state policeman and naval officer.

Cornwell, who criticized the policy of leaving the lights on 24 hours a day at P. S. du Pont High School, launched into a 15-minute speech criticizing school programs and policies and culminating with an attack on teachers who, he said, are spending more time putting up with discipline problems than they do teaching.

A call for brevity from Maloney cut short his remarks, which Superintendent Earl C. Jackson later described as "pure racism."

Jesse Dillon, Burnett Middle School principal, in a calmly emotional response, told Cornwell that "after all these years, the militarists have felt no concern for human rights," and won strong applause by noting that "one bomb costs more than we'll ever spend on one student."

Maloney, speaking for the commission after the meeting, said the group would not comment on its feeling toward the budget until the third hearing, scheduled March 9, is completed. The commission must set a tax rate for the schools by March 31.

Complicating the problem, Maloney said, is the expiration of the city wage tax on June 30. That tax brings the city $8.6 million per year, he said, and permits less reliance on the property tax for city revenues.

City officials realize they will have grave fiscal difficulties if a substitute for the wage tax is not found in Dover, but, Maloney said, an answer to this problem is not likely to be given before the deadline for setting the school tax rate.

"I'm in a very difficult position, so if you have any special prayers, let me know," he commented.

[FROM THE MORNING NEWS, FEB. 22, 1973]

CITY SCHOOL BUDGET BOOSTED DESPITE LOW-TESTING REPORT

(By Larry Nagengast)

A gloomy report on achievement test scores for the last five years did not deter about a dozen supporters of Wilmington's public schools from urging approval last night of a $3.3 million local increase in the school budget.

Dr. John G. Parres, the school system's director of research and planning, told the Wilmington School Tax Commission that the test results showed city school students lagging behind national norms, ranking as low as the 20th and 25th percentiles in some tests. This means that 75 to 80 per cent of the students throughout the nation taking these tests scored above the Wilmington averages.

"I don't think anybody would be happy. There's no question that it's very bad," said Mayor Thomas C. Maloney, the tax commission chairman, after the meeting.

Parres released for the first time the results of district-wide tests given in October. The scores showed third-graders nine months behind national norms, fourth graders 14 months behind, fifth graders 16 months behind, sixth graders 21 months behind, seventh graders 29 months behind, eighth graders 33 months behind, and tenth graders 36 months behind.

"It's by no means encouraging that the scores decrease the longer they stay in school," Maloney said.

School officials attempted to counter the discouraging findings with a report on one district program that appears to be working. William E. Russell, principal of the Harlan Elementary School, told the commission that an innovative program at his school has youngsters reading well above grade levels.

"Children in urban centers, given the proper resources and motivation, can learn and perform above grade level. We have proven that beyond a doubt," Russell said.

Russell's remarks set the stage for comments from the public which, with three exceptions, were favorable to the budget request.

The budget, if approved by the tax commission, would give the school system $11.1 million in local operating funds, about $493,000 more than it expects to receive from the state.

Support came from a cross section of parents, school personnel, and taxpayers without children. About 100 attended the meeting in City Council chambers. Three elderly whites, including conservative former state policeman, Millard F. Cornwell, attacked the budget.

Cornwell, who shortened his remarks only after being chided by Maloney, said school personnel cannot "spell the word 'economy'" and asked, "are you teaching or being paid to put up with a lot of conduct you have to tolerate?"

Wilmington Superintendent Earl C. Jackson later called Cornwell's remarks "pure racism."

Wilbert Fletcher, supporting the budget, told Maloney not to worry about raising taxes to support the schools "because you've never done it before."

Stating that Wilmington is the biggest city "in one of the richest states in the nation," Fletcher said, "you've got the money, give it to the school system."

Malony, after the meeting, pointed out that the city just doesn't have the money right now. About $8.6 million from the city wage tax, which has diverted the city from raising property taxes in the past, won't be coming in after the tax expires June 30, he said, unless the state finds a new means of financing the city government.

The tax commission must set a school tax rate by March 31, and the mayor's office, Maloney said, has a similar deadline for proposing the city budget for the coming fiscal year. An alternative to the wage tax, however, is not expected by then, Maloney said.

"I'm in a very difficult position," the mayor commented, "so if you have any special prayers, let me know."

STATEMENTS OF PANEL II, CONSISTING OF: CONNIE GOMES, PROVIDENCE, R.I.; WALLACE DENT, PHILADELPHIA, PA.; AND WILLIAM ANDERSON, WILMINGTON, DEL.

Mr. FORD. We will start with Mrs. Gomes.

Mrs. GOMES. My name is Mrs. Connie Gomes. I will introduce Joe Fratus, treasurer, Parent Advisory Council—Title I, who is with me today.

I live in the city of Providence, R.I., and I address my comments to the Elementary and Secondary Education Act, title I. I am a member of the parents council and am presently serving as chairman.

I have been actively involved in title I activities since 1967. My children attend title I school and receive services provided by title I programs. Today I am advising strong support for continued and full funding of title I programs.

I also want to strongly urge that the role of parents be maintained and strengthened so we can play an even greater role in determining the destiny of our children. My remarks will emphasize four major areas.

One, need for funds for title I programs; two, some reasons for continuing to enforce comparability; three, importance of parental involvement and finally, proposed revenue sharing.

I know as well as other parents, teachers, school administrators, and State and Federal educational officials and Members of the Congress that money alone will not provide solutions for problems of educationally disadvantaged children. I do believe, however, that if money is wisely used, it can be a significant force in reducing and hopefully eliminating education deficiencies.

I will later refer to two specific programs which are currently operating in Providence schools that prove title I monies can be effective in dealing with problems of disadvantaged youth.

These programs have proved that students benefit when available funds are combined with well planned efforts of school department members. While money alone cannot accomplish needed services for educationally disadvantaged children, it is also true that high parent interest and involvement in sincere effort by school department members cannot make any impact on problems of the disadvantaged without basic funding provided by title I.

Those of us in Providence know that other urban settings face the same problems we do in preparing our children in the society in which we live. Congress should make every effort to fully fund title I programs for the coming year.

In addition, Congress should recognize needs of school administrators to have funds available at least 1 year in advance of operational year.

These points are very important to insure efficient use of the funds, and resulting impact on reducing problems of educationally deprived children. Please remember that title I has never been fully funded.

The next major point I want to speak about is comparability. As of last July for the first time, State and Federal educational agencies have been enforcing comparability guidelines. You must realize the impact this has had on the more equal use of moneys for all children.

It is our belief that unless comparability guidelines continue to be enforced, local funding will not go to students who need service the most. It is also important to know that enforcement of comparability has caused much discomfort to State departments of education.

Title I parents in Providence regret the consequence of such discomfort, but we strongly urge Congress to see not only that comparability regulations are carefully enforced, but also that such regulations be strengthened.

Prior to enforcement of comparability guidelines, it was a poorly kept secret that much resources were being used in a way not intended. A good portion of the funds were being used to supplant local educational efforts rather than provide supplementary services for the youth who most needed them.

For the first time in history, children are receiving equal attention. This means we are paying as much attention to children who have difficulty in learning as we have to the much more satisfying task of teaching those who can learn with the most ease.

My third major point is parent involvement. Speaking as a representative of the parent advisory council in Providence, I urge you to retain and even strengthen parent involvement as presently written in title I guidelines.

In the city of Providence, parents have been involved in title I activities since 1967. We feel we have been successful, but the road has been bumpy and all involved parties, including parents, students, teachers, LEA, and others, have often wondered whether this experiment was worth the effort, money, time, and energy.

Our experience has indicated that parental involvement, when supported by the educational establishment, can help improve the educationally disadvantaged children. I refer to two programs being conducted by the Providence school department: Title I reading program and project collaborate for the special education children.

Parents got fed up with the reading program that had been conducted by the school department for years. The program showed there was not only no progress for student achievement, but a decrease in progress.

The parents in conjunction with a new school administrator were able to establish new approaches. In the last year, we served 2,850 pupils at a cost of $231 per pupil. Under the new approach, we served 4,389 students at a per pupil cost of $177.

A basic difference in the approaches was that under the old program a child was helped only when he was an obvious failure. He was pulled out of the classroom and there was no approach to solving reading needs of the children.

The new system identifies specific reading skills. A computerized tracking system monitors progress and provides all involved staff members with diagnostic information needed to insure student progress or identify reasons for lack of progress.

Implementing such a program was not done easily, but in a short time, significant improvement can be documented. That was a joint effort of parents and the Providence school department to solve special education needs of children.

Previous diagnostic service had been spread too thin to provide service for the children. For a program in 1972 and 1973, it was decided to concentrate service on desperate situations and we wrote a program for those 40 children in Providence ready to be placed in residential day-care centers.

As a result of Collaborate, these children are receiving intensive educational and psychological services at a cost of $1,370 per child. Discounting the real benefits to the child being in a normal and caring environment, the financial benefits are extensive. For example, the cost of residential treatment to a state is between $12,000 and $18,000 per child.

The interim evaluation indicates remarkable progress in the reading objectives of this program. In the reading program, parent involvement has had a tremendous impact on the quality of the service.

We are certain, because of our experiences, that parent involvement is an absolute necessity if title I funds are to have the impact set forth in the guidelines. If Congress or this committee have any questions about the actual and potential value of parental involvement in the educational process, we will be happy to respond and document our role.

I believe that I speak for all parents in Rhode Island when I say that quality education can only be attained by completely cooperative efforts of parents, students, teachers, LEA and SEA, and Federal officials.

My final point of emphasis concerns revenue sharing. History indicates that educationally disadvantaged children do not get their fair share of educational funds unless those funds are clearly earmarked and categorically allocated to them.

In addition, to insure services, guidelines and regulations must be strictly enforced. Therefore, if revenue sharing is to be a reality, I beg you to insist with all your power that the spending of such revenue be categorically defined.

In conclusion, the council urges your support in Congress for the continuation of ESEA title I and H.R. 69. I further urge that full and total funding be made available to provide for the needs of children in desperate educational situations.

Please continue to enforce and strengthen those measures of the act which support comparability, parental involvement or categorical definition of spending of funds under revenue sharing. That is the only way we see that our children will receive the educational services which they are entitled to.

Thank you.

Mr. **Ford**. Thank you very much. To what extent did the parents of non-public school children participate in the parent's advisory council under title I?

Mrs. **Gomes**. In our city, we have two representatives from each school that receives title I funds. They receive title I funds there and are allowed two representatives.

Mr. **Ford**. Concern has been expressed before the committee that the ability of the non-public school administrators to participate is diminishing rather than increasing as time goes by with the program.

I take it from what you are saying that, since the parent advisory councils are fairly new in terms of the life of the Elementary and Secondary Education Act, this is one way in which they are participating as they did not originally participate?

Mrs. **Gomes**. That is right.

Mr. **Ford**. Thank you very much.

Mr. Dent?

Mr. **Dent**. I am Wallace Dent, chairman of the ESEA, title I Parents' Council of the School District of Philadelphia, Pa.

First, I would like to thank Mr. Perkins and the Committee on Education for this opportunity to voice some of our concerns. With the problems of financing education today being what they are, I am sure that you can appreciate the multiplicity of problems a large city such as Philadelphia have in trying to educate our educationally deprived children.

When Congress enacted the Elementary and Secondary Education Act in 1965, it funded a friend. A friend meaning the school district receiving the needed additional funds; a friend, meaning all the teachers involved with title I programs that enabled them to participate in areas of teaching otherwise not available, but most of all a friend to all the children that are served by title I.

They are the real beneficiaries. Without this aid from title I, the hope for success of many will be shattered. Needless to say, I cannot stress enough the need for the continuation of the title I program.

Title I should be continued as a categorical program which would ensure that a specific amount of money would be spent on children with specific needs. I am opposed to the ESEA title I program becoming a part of the proposed education revenue sharing plan.

This would take existing title I money and turn it over to the States and cities which would have complete control over funds and programs without any Fenderal control, supervision, or auditing.

As education is not top priority for some, I shudder at the thought if they controlled where and how these moneys should be spent. As parents we look to the Federal Government to come to our aid when there is a crisis.

Right now education is in a crisis. In the large urban cities, the local governments with their political struggles and pressures, we can't look to the politicians for help, and the same for States.

We are looking to you the Congress of the United States. You, tell us, through the use of legislation how much and where the money is to be spent. We the parent's councils of these school districts will be the eyes and ears needed to insure compliance.

If for some reason the Congress should pass the education revenue sharing plan, safeguards must be built in to insure that moneys allocated for education reach their proper destination.

As parents, we could not sit back and see these moneys placed in a bag and issued out accordingly by someone that may make education of disadvantaged children a lesser priority. I think also that the involvement of parents in the title I program has had a major effect on them and their children.

The ESEA, title I programs in Philadelphia are just beginning to really pay off especially in the area of reading where we have parents employed as reading aids.

These parent reading aids are conscious of the problems of their children and of their school, and are very supportive of both. Just in this area alone, the dignity of many parents has been raised by working within the schools which surely will rub off onto their children.

And, of course, the small monetary assistance they receive from title I is a great help and aid to their entire family. Our parent's council stresses accountability by everyone involved in the education of disadvantaged children.

It would be helpful to parents councils if ways and means of implementing title I teacher accountability were included as a goal of the ESEA title I program. Before allocating money to any State under title I ESEA, we must file with USOE, a process by which school districts and teachers will be held accountable for the educational success or failure of title I youngsters, with documentation that parents and community participated.

It is also suggested that a reasonable portion of the local project title I funds be provided for the use of the parents' council, to insure that all title I programs have been planned, developed, operated, and evaluated in consultation with the involvement of parents of title I eligible children.

The Title I Parents' Council composed of parents of the children, community organizations, and nonpublic schools conducts periodic meetings to assess childrens' needs, discuss programmatic changes, and prepare recommendations to the Board of Education and the State Department of Education regarding activities and projects.

During the school year, citywide open hearings are held to get ideas and suggestions from parents and community groups. Our parents' council has been operating for 2 years now, and we believe we have developed an organization of concern and of active parents. Our parents, in addition to attending regular meetings twice a month at the school district administration building, serve on subcommittees that get into schools and evaluate title I programs going on in the classroom.

This also gives them an opportunity to talk with teachers, administrators, parents of the children being served, and of course, the children. This process is essential and is part of the organized method of reviewing the school district title I applications prior to our making recommendations.

The parents' council throughout the school year meets with project administrators and school district evaluators to review projects and again make recommendations for any changes. Parents' council members must also attend community meetings in their neighborhoods to bring to their community news and information.

The council attends periodic training programs, and thus the members are some of the most knowledgeable persons in the city on title I. These are but a few of the responsibilities of the parents' council.

They have devoted an enormous amount of their time toward the improvement of the ESEA title I program. As a result, the communities are sensitized to the needs and concerns of the children and school district.

But, as a chairman of a parents' council, we are looking to the Federal Government for much-needed support in the area of parental involvement.

In closing, I would offer my support to bills H.R. 69 and H.R. 16 introduced by Congressman Carl Perkins. The provisions of these bills would greatly aid our city and State. It is very important that sufficient funding be provided for compensatory education of educationally deprived children.

It is equally important that the Federal Government assume a major role in improving the quality of education for all children. The School Finance Act of 1973, H.R. 16, speaks to both of these issues, and with my present understanding of the intent of these bills, I offer my approval.

Mr. FORD. Thank you very much.

Mr. Anderson from Wilmington.

Mr. ANDERSON. I am William H. Anderson from Wilmington, Del. I represent the parent advisory board of that city. We feel that title I should be continued as a categorical program rather than lumped under the proposed program of education revenue sharing.

Title I, as it now stands, is a program designed for a specified group of children; namely, the educationally disadvantaged across this Nation.

True, there have been arguments on both sides as to whether title I has done or is doing the job that the legislation intended for it to do. I definitely feel that the program has had a positive impact on the lives of boys and girls in Wilmington, the State of Delaware, and across the Nation.

I submit that in some instances, because of the lack of clear guidelines, many cities and States have made some errors. As an example, the rules on comparability. To place title I under education revenue sharing would open the door for such funds to be diverted into schools serving children who are more affluent or become a part of a school district's general budget.

Therefore, I can see money designated for title I being used to supplant rather than to supplement State and local funds. Education revenue sharing may sound nice, but in my opinion, the proposed program contains many hidden dangers that will deal a death blow to title I and other educational programs.

Second, research has indicated that the many studies that have been conducted and there are several factors that contribute to children being educationally disadvantaged. As examples, high teacher-pupil ratios, lack of relevant materials, emotional problems, and cultural isolation in the case of the Spanish-speaking population in many cities.

In Wilmington, for example, we are able: (1) To hire classroom aides that enable us to reduce the teacher-pupil ratio and give children more individualized help; (2) to purchase materials and equipment that are better suited to the identified needs of children; (3) to provide better instructional services to the Spanish-speaking population; (4) to employ reading specialists to deal with the special needs of boys and girls; (5) to provide guidance services for a number of children who need help in finding solutions to some of the emotional problems that prevent them from achieving to their capacity.

These are only some of the examples in which title I has contributed to the educational betterment of children, not only in Wilmington, but across the Nation. While the above factors cited reasons why children are educationally disadvantaged, research has also pointed out that a positive force in helping children to overcome their disadvantagements is that of parent involvement.

One of the outgrowths of parent involvement that has been mentioned is that children will be better motivated if they see that their parents are interested in their schools. Another assumption that has been made is that parents are able to offer educators more insight into the needs of children.

Realizing that research studies are no good lying around on shelves, the question then is asked, "What we are doing about them?" As a direct result of title I legislation in October of 1971, mandating the establishment of parent advisory councils, we have in the Wilmington School District done the following:

(1) Established a city-wide parent advisory board made up with more than a simple majority of parents representing each target school participating in title I activities; (2) established a parent advisory council at each target school.

As a result, parents now have a vehicle for direct participation into the planning, monitoring, and implementation of title I projects.

In summary, gentlemen, we are supporting the program that has made these contributions: (1) Focused attention on the needs of certain children; (2) helped the learning process with supportive services; (3) required schools to be accountable to poor communities; (4) given schools extra money to deal with the special problems of children; (5) required equal spending on all children so that title I is truly extra; (6) provided a way that parents can participate in the learning process of their children.

Mr. FORD. Thank you very much, Mr. Anderson. In looking at your testimony, the exhibits you have attached include news clippings from two newspapers that I assume to be Wilmington newspapers on February 22, describing the meeting at which the current school budget was being discussed and the request was made for additional funds in the school budget.

My attention was drawn by a headline of one of the articles that says "City School Budget Boosted Despite Low Testing Report."

I was intrigued by why underachievement would be an excuse for not spending money, but then as I read down through the article, I see that, after describing the overall low achievement of Wilmington children as measured against the national and State norms, it says that one school official came forward to describe a particular program within the school district that seems to be working.

It says that school officials, attempting to counter the discouraging report, state that children in urban centers, given proper resources and motivation, can perform above grade level. We have proven that beyond a doubt.

Is that your title I program?

Mr. **Anderson.** Yes; every child that participated in the program has grown throughout the last year.

Mr. **Ford.** The story reports on a principal from a Harlem elementary school who testified that we have proven that children can learn when given the proper resources and motivation.

Is it a fair assumption to make from this newspaper description of what went on at the meeting that, in attempting to get overall community support for all of the schools in Wilmington, Del., the educators in your community used title I as an example of what could be done if other resources were used in the same way that title I resources are used.

Mr. **Anderson.** Yes; and these things have been moving since parents were involved in the title I program.

Mr. **Ford.** It goes on to say that a majority of the people on the board that was having the hearing were apparently persuaded in a positive way to ask for the additional money for the Wilmington schools.

Is it then a fair assumption on our part at this level that, at least in this case, we have evidence of the fact that the Federal dollars going in through title I have shown the way and provided the impetus for local resources to be increased to duplicate what we are doing with title I?

Mr. **Anderson.** Very true.

Mr. **Ford.** I thank you very much for your testimony and for bringing that additional facet of the value of this program to the attention of the committee.

I would like to say at this point also that you should not be alarmed by the fact that there are only two of us here at the moment. We are fighting a number of battles on a number of fronts at the present time, but the record you are making here becomes a permanent record of the Congress and will be used, not only in Congress on the floor, but throughout the country by your friends and ours to wage this war during this coming year.

So, what you are putting into the record becomes very valuable because it will be read for a long time to come by a good many people, we hope. With that, I would like to ask the next panel to come forward.

Mr. **Fratus.** Mr. Ford, can I ask you one question? My name is Joe Fratus from the Providence group. Earlier you stated there are some Congressmen that are for this title I program. A lot of us people in the different cities have talked to our Congressmen. Has anyone, while talking about this title I program, ever asked them if they have visited any of their schools especially the ones that are against this?

Have they really gone and seen with their own two eyes the improvement in these children since title I has been in effect and off the top of their head?

Mr. FORD. Let me correct a possible erroneous impression I have given. I know of no member of Congress who openly says he is against the title I or says he is against education. As a matter of fact, I know of no one who does not positively support education.

The problem, however, is that, while we cannot find anyone who is against it, we have great difficulty getting enough votes to pass it, so we have to leave it to your resources to determine whether any individual Congressman is voting for the money to fund title I or not. If you find that he is not, I suggest you pay a call on him here or in his district.

They all like to hear from their constituents. Ask him the questions you are asking point blank. If he did not vote for the money for title I the last time around, he must have a reason for it that is more important than the reasons you have set forth.

Sit down and discuss that with him and that goes for everyone here. I cannot select out for you whom you should talk to. They are all men and women of good will, and they are all seeking the objective that this legislation is after.

But somehow, we come up a little bit short on votes when we have to fight the President.

The next panel is Mrs. Nellie Stafford, Nashville, Tenn., Mrs. Ann Bailey, Springfield, Mass., and Mrs. George Twaits, Tacoma, Wash.

[The statement of Mrs. Ann Bailey follows:]

STATEMENT BY MRS. ANN BAILEY, SPRINGFIELD, MASS.

THE NEED FOR COMPENSATORY EDUCATION

There can be no doubt that there is a need for compensatory education, especially in light of the United States Senate's Select Committee on Unequal Educational Opportunity findings that "Public education is failing millions of American children who are from racial and language minority groups, or who are simply poor."

We cannot continue to waste our children and condemn them to a life of poverty and hopelessness any longer and survive as a nation.

We can no longer classify our children as those worth saving compared to those who can't or won't learn. All children are born with a natural desire to understand and learn, to gain skills and to use skills.

Children look forward to starting school, but too soon discover that the schools don't want them and become bitter at a very early age because they can feel that they have been sentenced to failure before they have had a chance to begin and as they grow to adulthood (physically) neither they or the schools ever realize that it is not the children who have failed, but the schools that have failed them.

The people of this country talk about equality and justice for all, and most actually believe it but our entire basic attitude has to change so as to accept those that do not fit into middle class cogs of conformity. Each child must be accepted as an individual that can learn and wants to learn even though he comes to school with a different life style, culture, language, or outlook. More than acceptance, these differences must be respected and used as part of the children's learning experiences.

UNBENDING THE TWIG

Many ducators have long believed that the first two years of a child's life are crucial to his later intellectual growth and that as a result "culturally deprived" children can never catch up with their more fortunate contemporaries. But last week, one of the nation's leading experts on early-childhood development contended that the tree does not necessarily grow the way the twig is bent.

In a speech at a meeting of the American Association for the Advancement of Science in Washington, Prof. Jerome Kagan of Harvard reported on a three-year study of children born in the primitive boondocks of Guatemala. During the first year of their lives, the children are shut up indoors (for fear of disease), and their parents hardly ever talk to them or play with them. By the age of 2, Kagan said, their intellectual growth is severely retarded. But by the time they reach 11, the children are "gay, active, alert," and their memory, reasoning and conceptual abilities are equal to those of middle-class American 11-year-olds. "Intellectual development," Kagan concluded, "is much more plastic and reversible than anyone has surmised."

Kagan said his findings suggest that American schools give up too soon on "slow learners." Even though slum children may be far behind in reading, writing and arithmetic, said Kagan, schools can snap them out of the vicious circle of defeatism by stressing such subjects as music, art, speaking and working with the hands. He added: "Every child in the United States—short of the 7 per cent or 8 per cent born with a biological deficit—is capable, basically, of mastering the school skills."

THE NEED FOR A CATEGORICAL BASIS FOR FEDERAL AID

Categorical aid is needed because children attending school in poverty areas do not have the educational advantages of children attending schools in the more affluent communities.

If federal monies come in the form of Educational Revenue Sharing and with either no guidelines or loosely structured requirements, the funds will be used as general aid for education and those children whose parents and school administrators who are part of the inherent "power structure" will receive the benefits.

These children can and will make it without additional funding, but our children will fall further behind in test scores and their attitudes toward school and the gap will continue to grow and there will never be the catching up that Title I would accomplish.

Our children must learn to live together in a complex society which means they must have the skills needed to compete and survive.

Those people that must accept welfare assistance are held in contempt by most middle class Americans, yet the very tools which would enable the poor to attain financial independence are withheld, and so it remains an eternal circle with those that have already gained continuing to gain further and those that have lost continuing to lose even to new generations.

The need for categorical aid was stated by the President of the University of Massachusetts, Robert C. Wood to the Senate Committee on Government Operations as follows:

"New federalism" proposes to dismantle categorical programs and replace them with special revenue sharing. Title I was administered too loosely by HEW. Illogically, however, the Nixon remedy is not to tighten the program, but to let localities spend federal education money without restriction or targeting. The poor are unlikely to have the leverage to get hard pressed local authorities to spend unmandated and unfettered federal funds."

THE NEED FOR A CATEGORICAL BASIS FOR FEDERAL AID

Below are some noted journalists' opinions concerning categorical aid.

Tom Wicker

The reason that the Johnson programs failed is that few if any of these programs ever were properly or fully funded. He quotes President Nixon's Urban Affairs Counsellor, Daniel P. Moynihan as writing "In the troubled years of the Sixties the publicity, excitement, and limited impact of these programs may well have been vital in maintaining such stability as there was. At least, they created a brief impression of concern and may even have generated some hope among the intended beneficiaries at a time when hope was vital." Nixon's prime substitute revenue-sharing is at least as much a gamble–as far as net results are concerned. Much revenue sharing money will go not to the poor, but to middle class workers.

Jack Anderson

Quoting a classified memo written by Elliot Richardson. This memo recommended that the states be given federal funds to take over dozens of social programs now run from Washington. "The takeover by the states is called Special Revenue Sharing but its prospects are so chancy that even Richardson suggests state governors will have to be watched every minute. In giving governors federal school funds, for example, the able Richardson reminds incoming HEW secretary Casper Weinberger that, education is an area where states have strong incentives to disobey federal regulations. Our recent audits of Title I funds suggest that where possible, state (and school boards) will use these funds to substitute for rather than supplement local programs. For these reasons, the kinds of strings we place on the package are particularly important. Richardson also cautions that politically motivated governors are not above diverting federal cash away from the intended recipients: Poor whites, blacks, Chicanos and Indians.

Carl Rowan

Imagine the new budget director, Roy L. Ash, telling Congressman that it is certainly the intention of the Nixon administration to pay the economic assistance to North Vietnam by making more cutbacks in domestic social programs. There was a time when Americans dreamed that the end of the Vietnam war would release billions to finance new domestic programs–to build schools, rebuild cities, heal the sick, educate those who were cheated and left in ignorance and who constitute the prime candidates for welfare and crime, things almost everyone pretends to worry about. And now comes Ash telling Congress that what the people are going to get is worse than nothing. The programs they hoped would be strengthened are going to be killed off.

Joseph Kraft

Since the present Nixon budget mandates massive cuts in funds for the cities the mayors will have to spread over the same old problems a smaller amount made available in revenue-sharing. Revenue sharing, like so much else in the President's program is a good way to help those who are already not so badly off. It is no way to help the poor. If the idea is to help those most in need, then the federal government will have to earmark funds in a very specific way.

THE NEED FOR TARGETING OF SCHOOLS AND CONCENTRATION OF FUNDS

It has been proved that Title I can and does work through targeting of schools and concentration of funds. Under revenue sharing we do not believe this will happen. When districts have only those schools with the very greatest need receiving Title I services, those funds used do the job by offering supportive services along with the actual learning programs and the funds are not diluted by being too spread out. President Nixon agreed with this concept when he said on March 17, 1972:

"While there is a great deal yet to be learned about the designing of successful compensatory programs, the experience so far does point in on crucial direction; to the importance of providing sufficiently concentrated funding to establish the educational equivalent of a "critical mass," or threshold level. Where funds have been spread too thinly they have been wasted or dissipated with little show for their expenditure. Where they have been concentrated, the results have been frequently encouraging and sometimes dramatic."

Although it would be nice to be able to help every child with every need, we know that the child in the average neighborhoods will make it whereas concentrating Title I services in a target area can make the difference between success and failure in the child's entire life.

Also, it seems that there is not the same need for Title I in the suburbs as in the inner-city and rural areas, and since it is extremely difficult to concentrate funds in these more affluent communities, Title I should be confined to the urban and rural districts and this way funds would be concentrated not only on the poorest schools in the district, but in the poorest districts within in state.

The regulations probably should be changed so that in districts which are concentrating funds by targeting only those schools with both a high-percentage of low income families along with the lowest average testing scores, then the targeting within the schools themselves of the children could be loosened, particularly in regards to field trips or enrichment programs. The reasons are that the targeting of children is really unenforceable, and while concentration is important it can cause problems with the kids in the school.

THE NEED FOR TARGETING OF SCHOOLS AND CONCENTRATION OF FUNDS

Young children cannot understand why field trips, enrichment programs, and other seeming rewards are offered to some students, but not all. Therefore, once a school is considered Title I all children should be eligible to participate in activities.

Since Racial Balancing and Title I work so well together the children should share experiences together as well as a classroom. If this cannot be done with Title I funds, there should be some regulation that would make it mandatory that the districts have available funds for this purpose.

In order to achieve an improved method for targeting of schools, non-public schools should have atendance areas of their own rather than being considered as part of the closest public school attendance area because as a rule, large numbers of the students do not in the immediate area.

Parochial schools should also not only accept, but be able to prove a recruitment program for minority students to be eligible for Title I funds.

There should be testing scores available for non-public school students on the same basis as public schools.

There is a definite need for Title I to continue because the inner city Parochial schools will not be able to provide the services which are presently being provided through Title I and will not be continued under educational revenue sharing.

HOW CAN TITLE I WORK BETTER

More definitive testing and evaluation methods

When testing a child many contingencies should be taken into consideration. First, is the test geared for the child who is from other than a white middle-class background. A child should not be automatically considered to have an educational disadvantage just because his parents' primary language is other than English or for any of the other assumed generalities.

Any child that does not test well should be retested to see if there were reasons for the failure such as not feeling well, tiredness, or home problems.

Also, in testing for pre-school, this should be done in a relaxed atmosphere, preferably in the child's home because children of this age are generally shy and don't relate well with strangers.

With psychological testing is given because of a behaviour problem, great care should be taken so that not just one test and one tester's opinion are the cause of a child being segregated from his classmates. Many children have been placed in "G.A." or "Special Education" classes for the emotionally disturbed or retarded when they did not belong there through faulty testing and evaluation.

A tester should not discuss the child with the teacher beforehand so that the child will not be prejudged.

If a child tests poorly he should be retested every six weeks to see if there is improvement, and if there is none new methods should be tried. In districts containing non-english speaking children, an all out effort should be made to hire bi-lingual testers.

Teachers should be tested for skills and attitudes, also administrators. None of these testing approaches will be used with educational revenue sharing.

The following is a copy of recommendations given to the National Advisory Council on the Education of Disadvantaged Children, Jan. 6, 1973.

Memo to: NACEDC.
From: Ann Bailey, Springfield, Mass.
Re: Since there was no workshop covering evaluations, the following are submitted for your consideration.

RESOLUTIONS FOR EVALUATIONS OF TITLE I PROPOSALS

1. Since the School Department writes the proposals, they should not be the evaluators.
2. All evaluations must be clearer and easier to read with explanations of the terms and graphs.[1]

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[1] The following is copied exactly from page 13 of the Evaluation Report prepared by John F. Howell, Ph. D., Assistant Director for Evaluation, Springfield Public Schools.

"The intercorrelations shown below indicate a general quantitative factor operating, justifying emphasizing concept formation which transferred to the other quantitative areas.

3. Programs should be evaluated faster since programs not evaluated until after the deadline date for the next year's proposal are too late to be of any real use.

4. There should be control groups to give a really good picture of whether the programs worked and the goals were reached.

5. Parents and pupils must be questioned about the programs as part of the evaluation process.

6. Whereas programs seem to continue the same regardless of the evaluations, there is no follow up to see if there are lasting results, and when programs do not meet their objectives, there are excuses and probable explanations, evaluations must be given more weight in audits, program reviews, and programs approved by the SEA.

7. Parent evaluations must be used in audits, program reviews, and programs approved by the SEA.

COPRELATIONS

	Problem solving	Computation
Concepts	.80	.70
Computation	.82	1.00

The above is an example of evaluation reporting which is completely undecipherable to parents. It is not an isolated instance, but shows how unhelpful these reports are.

The above shows that with Title I there would be improved evaluations for programs. This will not be done with educational revenue sharing.

THE NEED FOR PARENTAL INVOLVEMENT

In Springfield one of the successes of Title I has been parent involvement. In the three years when a group of newly elected parents started learning about education in general and Title I in particular to the present where parents have a viable role in the planning of programs, the hiring of personnel, the evaluations, and all other phases, we are involved. This is a good result of Title I which will not be continued under revenue sharing.

The Springfield Parent Advisory Council had the first successful hearing with the State Department of Education and in the results of this hearing, Mr. Robert Watson, Director of Curriculum Services said the following:

"Certainly at this stage in the history of education the desirability of parent involvement hardly needs defending. This is especially true in the case of Title I programs. If, as many argue, the schools have reflected the goals of society it must be added that such objectives have been largely those of the middle class—people (white) who have held the power and positions to exercise control. Conversely, the poor, the "disadvantaged" became the disenfranchised and had little influence over what happened to their children in school. The results of such a myopic view have been large scale failure, waste of human resources, growing alienation and polarization in our society. It has only been in recent years that we have recognized the folly of such a course. Although no one has made a claim that community involvement will solve all of education's problems, more and more educators have come to the conclusion that parents can and must play an important part in making schools more effective. At least three positive outcomes of parent involvement are easily identified.

1. Parents gain because they have an influence over the destinies of their children.

2. Teachers benefit because they adquire powerful allies (parents) who share responsibility for what their children do.

3. And, of course, the pupils are the chief beneficiaries since teachers and parents combine their energies and talents on behalf of the kids.

It would really be a waste to have Title I and parent involvement stop now that we have come so far, which it would with revenue sharing.

Some of the ways that the Spring PAC has dealt with Title I are as follows:

A clothing program initiated by the PAC which we were having trouble getting approved by the School Committee until they were reminded that they had just approved a horse back riding program for advantaged high schoolers. The parents thought this program was necessary not only for self-image, but because children arriving in mid-winter from Puerto Rico had no warm clothes.

THE NEED FOR PARENT INVOLVEMENT

Parents were responsible for starting pre-schools in the North End area where there is a large concentration of Spanish speaking children. In the summer program the parents added math, and ESL program for Portuguese speaking children, physical fitness, camping experiences, the integrated day approach where the session is broken up by swimming and outdoor classes, and we changed the lunch at mid day which forced the children to stay an extra half hour for a lunch they didn't care for to a midmorning snack. The P.A.C. decided to fund a drop-out school because we could see the great need for alternative education.

We are now in the process of working on several new programs for the 1973-74 school year. Spanish speaking counsellors because the children are now being counselled through an interpretor which is very ineffective. Home liason workers so that there can be a link between the school, the home, and the child.

A joint project with Northern Educational Service for an after school tutoring and enrichment program. Some enrichment experiences for children in "Special education classes." The above are all instances where parents through knowing their own children and the children in their neighborhoods could see a need and went about filling that need. With educational revenue sharing we would still see the need, but would have no recourse toward filling those needs.

Perhaps the most important change which the PAC made was in providing bus monitors for the pre-school children. We were shocked to find out that four year olds were crossing main streets because of the lack of monitors. This was immediately taken care of through the insistance of PAC. Without PAC to call, mothers probably would have kept their children home because they would have had no recourse to solve the problem.

THE NEED FOR PARENT INVOLVEMENT

Some other related areas we have worked on include: Lobbying successfully before the City Council for a Community School which was being fought by other neighborhood residents because they didn't want the minority students coming in their neighborhoods. Testifying both locally and state wide for racial balancing because we could see that the disadvantaged need integrated schools along with compensatory education.

Lobbying for a piece of federally owned property to be retained for educational use rather than to be rented for a foundry. This piece of property was in a target area where there was a serious shortage of space and can be used for Title I classrooms.

We also were successful in getting the School Department to change a directive which said that only one certain regulation uniform could be used for gym. Since this uniform was very expensive and placed a burden on poor people, we asked that the rule be changed so that any appropriate gym clothes could be worn and this was done.

There was a dispute with the School Department concerning the salary of a PAC consultant. The School Committee approved the figure the PAC requested. The above shows that with a strong working group of parents many good things can be done for the children and the schools and none of this will be done with revenue sharing.

In Springfield, we are most fortunate to have had offered to us by the University of Massachusetts School of Education a series of seminars on subjects of concern to parent advisory council members.

The University of Massachusetts is community oriented and for the past few years has had a University Year for Action program where students spend a year working for various agencies and still receive credit. Joseph Casey spent last year with Neighborhood Legal Services and became involved with PAC. He saw then that parents needed much more knowledge and training than was being provided by either the LEA or SEA. In September when he returned to the University he kept PAC in mind.

He started working on setting up a resources center for local PACs, but although the school backed him, there were no funds available. He is still working toward the funding of a center, but in the meantime has started these courses to help parents understand the educational processes.

These classes are given free by professors on the faculty who travel thirty miles to teach for an hour and answer questions and discuss their topic for another hour. They are provided on a weekly basis to the PAC and other interested Title I parents.

There have been three to date: the first was on the new Massachusetts Bilingual Act and explained the legislation, the reasons for its enactment, and the method for implementing it.

The second was on reading programs and we were taught what makes a good reading program and what parents could do to improve reading programs in our schools.

The third covered urban education and the training of teachers for urban classrooms. There were six members of the Urban Education Center and because of the great interest and time spent on discussion we could not finish in the two hours and all six people agreed to return for another session.

Future seminars include Basics of Evaluation, Planning of Programs, Title I legislation, and comparability.

We feel this is extremely valuable because as we are gaining knowledge we are also gaining confidence so that in making recommendations concerning the unmet needs of our children, we are working from the advantage of backing our knowledge of our children not only with common sense and grass roots ideas, but with educational expertise as well.

TAKEN FROM PARAPROFESSIONAL HANDBOOK ON EDUCATION IN SPRINGFIELD, PREPARED BY WILLIAM F. MALLOY, ATTORNEY AT LAW, NEIGHBORHOOD LEGAL SERVICES, INC., AUGUST 1, 1972

November 19, 1970—John Sullivan called a meeting of local poverty agencies as required by Guideline II of new Massachusetts Title I Guidelines. Election procedures were formulated, but no other involvement encouraged.

December, 1970–January, 1971—Elections of Title I parents were held from four (4) areas. A Systems-Wide PAC was elected from the four (4) local area councils. A total of eighty-one (81) people were involved.

January, 1971–June, 1971—Mr. Sullivan controlled the PACs. The program package for 1971–1972, was approved and signed by the System-Wide Council Chairwoman.

June, 1971—Trudy Newble spearheads organizing Title I parents. Members of the State-Wide Title I Task Force met with members of the Springfield PAC. The group called itself EPAC, the Emergency Parent's Advisory Council.

August, 1971—Four (4) EPAC members filed a letter listing complaints about the Springfield Title I Program:

1. Election procedure
2. Function of the PAC
3. Lack of local poverty agency involvement in the election
4. Lack of documentation for programs, and
5. lack of budget documentation

September, 1972—All Title I funds withheld for two (2) weeks of the new school year until provisional approval is given by the Commissioner of Education. A more detailed complaint was filed on September 3, by EPAC members asking that new elections not be held until better methods were assured and Title I schools were properly identified. PAC members went to Boston but were not able to see Commissioner Sullivan. Robert Jeffreys of SEA holds open meeting in Sprinfield on Title I complaints.

October–December, 1971—October 14, 1971, Federal Guidelines put into effect on parental involvement. Clothing program request rejected. No formal answers received on complaints.

January, 1972—John sullivan ran new elections without any response to EPAC requests. EPAC members protested. Finally, the State Department held a hearing in Springfileld.

February–March, 1972—All the EPAC members are elected to the PAC System-Wide and control the vote. On March 17, 1972, a letter is sent to Dr. Deady enumerating findings by the SEA. Clothing program started.

April–May, 1972—Dr. Deady answers State Department letter. 1972 Summer Program pushed through School Committee without PAC Chairwoman's signature.

April 22, 1972—Bill Anderson of Wilmington Title I PAC holds an all day conference on Title I consultant funds. Twenty-eight (28) demands were discussed. John Sullivan then distributed these requests to principals, etc., before the System-Wide PAC has had a chance to refine them.

May 5, 1972—Letter sent to Dr. Deady specifying complaints in this year's program. System-Wide PAC refused to sign Title I package. PAC had meeting with Dr. Deady and discussed the lack of involvement of the PAC in development, evaluation, and discussion of Title I Programs. The lack of technical assistance was also raised.

June 8, 1972—Dr. Deady informed the School Committee he would ask them to approve Title I Program with or without PAC sign-off.

June 9, 1972—Appeal sent to Commissioner Sullivan.

June 22, 1972—Title I package signed by PAC after obtaining input on new Title I positions. School Committee approved programs.

July, 1972—PAC Committees on By-Laws and elections active in defining future role of PAC.

Page 13 and 14 are included to show that parent involvement did not come easy and will be one of the first guidelines to be done away with if federal aid comes in the form of revenue sharing.

HOW CAN TITLE I BE IMPROVED

Improved teacher training to assured sensitivity toward the child.

At one of the seminars for parents given by the University of Mass. professors we learned the following from Mr. Dick Shea who spoke to us about successful reading programs. There was a study to find schools with successful reading programs. The criteria was that the school had to be in a large city, and it had to be a poor school both by free lunch figures and high per-centages of welfare. There were four schools found that showed by third grade the average child was reading at grade level and had very few failures. The following variables were used to see what was happening in these schools.

1. Physical Facility
2. Class Size
3. Quality of teachers
4. If the children attended pre-school
5. Methods and Materials
6. Grouping practices
7. Ethnic background of teachers
8. Strongly emphasized reading program
9. Additional reading personnel
10. Individual diagnosis
11. Expectation of the children by teacher
12. Emphasizes phonics
13. Leadership role of principal.

The three factors found in all the successful programs were teachers expectation of the children, leadership role of the principal, and strongly emphasized reading. What this seems to prove is the self-fulfilling prophesy where a child will do what is expected of him, and in too many cases teachers either through racism or pity do not expect the target area child capable of learning and therefore, th child does not learn. This must be changed so that each child is treated as an individual who is ready, willing, and able to learn.

This could be done if Title I continues on a categorical basis.

SUCCESSFUL PROGRAMS

SASSI Prep School

Sassi which stands for Street Academy Systems of Springfield, Inc. is an alternative school which has just been funded by Title I funds. This came about because the PAC decided drop-out prevention was a high priority and the School Committee agreed. This school gives visible proof that compensatory education does work.

The majority of students had dropped out of public schools. Many spent their elementary years in "special education" classes. As a rule they were completely turned off to school until entering Sassi. Sassi's belief is The human potential of many Greater Springfield youth, which is being ignored or wasted, can be made productive and self-respecting in a specifically designed educational environment for college entrance and communications training.

We are proud to have been the tool through which Sassi could continue with their success pattern.

ANDY CAN MAKE IT—NOW

By Brian Ladouceur, Republican Staff

Andrew C. Rucks thinks he can make it now.

A year ago he wasn't so sure a black youth could advance in today's society. He has now changed his mind.

His first advance was made this week in the Winchester Square Branch Library, where three paintings and two poems he created are on display.

Rucks, 18, lives at 125 Sherman St., Springfield.

Last year he attended Classical High School, decided to didn't like it, and transferred to Technical High School.

His attendance at that school ended in January when he quit because he didn't think he was "getting anywhere."

Rucks said he "heard good things" about Sassi Preparatory School, went down and looked it over, decided he liked it, and enrolled.

At Sassi he was encouraged to write, something he says wasn't done in public school because his attitudes "might be a little radical."

He took art as an elective at Sassi and completed the three paintings in two months.

While returning home with his third painting, he stopped in at the Winchester Square Library, where the art work caught the eye of a librarian.

Rucks was asked if he had any more at home. He did and it was suggested he set up a display of painting and poetry.

One of the paintings depicts the head of a black youth overlooking a scale, on which are balanced "education" and a hypodermic needle. There is large question mark in the center of the work.

A poem on display, entitled "Reincarnation," includes some of the young man's thoughts which came to him after a sleepless night.

Rucks doesn't limit his writing to poetry.

He is currently in the process of writing an autobiography called "Life" and a collection of essays, poetry, and short stories called "Thoughts."

Rucks will attend Hampshire College next fall, where he plans to enter the premedical program, and later continue his studies and become a doctor.

The decision to enter this field was made on several basis, he said.

The first is that he has always liked math and science.

The second is that his brief tenure at Sassi Prep changed his attitudes on future limits because of his race.

The third reason was some friends of his brother, who graduated from college this spring, showing him that blacks "really can make it now."

Rucks feels he can make it, too.

Now.

We have two reading clinics which are housed in our Boys' and Girls' clubs. These are run on a regular school day schedule but students with severe reading difficulties are transferred from their regular school to the clinics. Since the pools are available the children swim three times a week, and also use the gyms.

There is strong emphasis on reading, but all subjects are taught so the child will have an understanding on all parts of the curriculum when he returns to his regular class.

The ratio of children to staff is small, and the atmosphere is relaxed. This program has been evaluated well both in terms of skills acquired, plus the childrens attitudes toward school and learning have improved.

IMPORTANCE OF STATE INVOLVEMENT IN FEDERAL AID

State control of federal funds should remain. When a problem arises it is much easier to locate a state official and to get the problem solved than it would be to go to the federal government. The state understands the LEAs and their needs and are in a much better position to supervise operations and oversee the locals. If a further problem arises, the federal government is still there, but to have to bring every problem to this level would leave the local community with no accountability of administrators at all. This is another reason why Title I should remain on the same categorical basis.

ONE LAST ARGUEMENT FOR CATEGORICAL AID

Our State Parent Advisory Council Chairwoman wanted to locate all projects which had been taken over by the local districts, but none of the members could name even one, and we realize that no projects will be continued under educational revenue sharing.

Mr. FORD. I would like to observe, Mr. Chairman, that after being on this committee for a little over 8 years, I have finally packed it the way I would like to, and I wish we could call on a vote on the bill right now, and I think we would pass it. [Applause.]

We will hear from Mrs. Stafford, from Nashville, Tenn.

STATEMENTS OF PANEL III, CONSISTING OF: NELLIE STAFFORD, NASHVILLE, TENN.; ANN BAILEY, SPRINGFIELD, MASS.; AND MRS. GEORGE TWAITS, TACOMA, WASH.

Mrs. STAFFORD. Thank you. I thank you for inviting me here. I am Mrs. Nellie Stafford, vice chairman of the Parents' Advisory Committee, Nashville, Tenn.

I understand the decision which Congress has to make this year as to whether to continue title I as a special program for a special category of children who have particular needs or to adopt a plan of revenue sharing shared by the administration of each individual State.

After careful consideration, I wish to advise the members of this honorable body that the members of the title I advisory committee in Nashville strongly recommend that title I be continued as a categorical program to meet the needs of educationally disadvantaged children.

We make this recommendation for the following reasons. No. 1, title I has been to meet special education needs for children from low-income families in an effort to provide equal education for all children.

Revenue sharing as I understand it would provide a lump sum amount to the State for educational purposes, but with no mandate as to how this is to be spent. The children who need these special programs in order to have a fair chance to succeed in school today, are their parents, who have no strong lobbyists to press State legislature or State houses, to recognize and provide for these needs.

Furthermore, the present title I guidelines create a standard priority on providing for special needs of poor children throughout this Nation. Poor children in all States enter public school with language deficiencies, medical and dental problems, and low self-image that causes poor motivation.

All of these contribute to a cycle of failure throughout their lives unless highly specialized programs and personnel are provided early in their school year. Title I in its 7 years of existence has begun to meet the needs of some of the Nation's poor children.

If this program is not extended this year, the continuity of these programs for poor children will end in some States forever or for a year or possibly as long as it takes to establish a new revenue sharing program.

Title I is an attempt to meet needs that have been created through a generation of poverty. To withhold these programs from poor children for 1 day would be turning our backs on an investment in the Nation's greatest resources, education of our children.

Title I has made an effort to involve parents in the education of their children. Children gain a positive attitude toward school when their parents take an active interest in their schooling.

This encourages children to learn and achieve in school and not to drop out. Since 1971, parent involvement has been a requirement in title I programs. Many parent committees are beginning to understand their input into this program.

Parents are very aware of the particular need of their children. By sharing this knowledge, they can help the title I program better meet these needs.

Consequently, all supportive teachers now in our area are working on reading programs rather than diversified activities. The end of title I would dissolve this structured line of communication between schools and parents and destroy many benefits for poor children in having their parents directly involved in their education.

The parent advisory committee is not alone in its concern that title I be continued as a categorical program. I submit the following letters and statements of school administration organizations, principals, and teachers and supportive services personnel of the Metropolitan Nashville area.

As a mother of 10 kids, 7 in the Metropolitan Nashville school system, I strongly say support title I of H.R. 69. [Applause.]

Mr. FORD. Let the record show that we have just heard from an expert.

Mrs. Ann Bailey, Springfield?

Mrs. BAILEY. My name is Ann Bailey. I am from Springfield, Mass. We have here over 2,600 signatures which we got through having a title I day and we had everyone sign it that is interested in title I.

Mr. FORD. You are in Congressman Boland's district?

Mrs. BAILEY. Yes.

Mr. FORD. You ought to know he is one of the strongest supporters for more money for education that we have in the Congress.

Mrs. BAILEY. Back home we have bumper stickers which say, "Don't blame me, I am from Massachusetts." I really do not think we have to blame anyone. I think there is a basic difference in the term "educationally disadvantaged."

We do not feel our children are educationally disadvantaged. We believe they attend schools that are educationally disadvantaged. [Applause.]

We believe categorical aid will do the greatest good. These two words are quality education. I sat through 6 hours of the State racial balance hearing, and I heard opponents of the bill repeating over and over "quality education."

These people would not be convinced that true title I children are not receiving quality education in poor schools. If concentrated title I funds can change this, if administrators and their people say that quality education is the answer, then title I money is provided.

When we waste our children's educational years, the human being is still here. If he does not have skills and attitudes to serve as a productive person, then we have an underproductive person and all of these things will cost us more than our expenditure for the growing years.

If the idea is to help those in need, then we should earmark the funds in a special way. We cannot continue to waste our children and condemn them to a life of poverty and survive as a Nation.

We can no longer classify our children as those worth saving compared to those who cannot learn. All of our children are born with a natural desire to learn and gain skills. Children too soon discover schools do not want them, and they become bitter because they feel they have been sentenced to failure.

As they grow to adulthood physically, neither they or the schools realize that it is not the children who have failed, but the schools who have failed them. Our entire basic attitude has to change so as to accept those who do not fit into middle class cogs of conformity.

Each child must be accepted as an individual who wants to learn even though he comes to school with different life style. More than acceptance, these differences must be respected and used as part of the children's learning experiences.

The administration would have us believe that title I has not worked. We must look into the reasons. Title I and the entire ESEA Act has never been fully funded. Much of the money has not been used directly for intended recipients. One good example is the President's own National Advisory Council for Educationally Disadvantaged Children.

These are members appointed by the President and they have a full staff, and they meet once a month paid for by taxpayers money.

There are no parents on this committee, and yet parents cannot get enough money for training, and we are the ones making the programs and they only make a report once a year. Teachers have not been properly trained or retrained. Parents have not been trained There is a strongly held belief that our children are unable to learn.

Teacher training would do much to improve the success ratio. If attitudes make the difference, training should be focused on attitudes. It has been shown that poor minority children are not performing because of the classroom and individual teachers.

Children expectation is vital for learning. We must be in the classroom and find out what is happening, and retraining our teachers—there must be accountability. The teacher must have to meet performance criteria. We must start concentrating our funds in a much stricter way, and this is just my opinion that instead of just giving it to every single district, you should take the poorest districts within a State as well as the poorest schools within that district, and this way you would be helping the kids by not spreading out the money too thin.

In Springfield, one of our successes has been parent involvement. One thing that the parent advisory council did was we had a clothing program, and we were having a lot of trouble getting it funded. But we got it funded by title I by showing the school committee that they had just passed a horseback riding program for affluent children.

This was needed not only for self-image, but we had many children coming from Puerto Rico with no clothes. Another one is, we are assisting Spanish-speaking counselors, because we counsel Spanish-speaking children through interpreters.

This does not work out too well. Another thing parents did, we found out that 4-year-olds attending preschool were crossing the main street, and we took action to correct that situation. None of these things would be done without title I advisory council because parents would not have anything to stand behind.

Another thing we have done is fund an SASSI prep school which is a dropout school. We can see how many of our children do want to drop out of public schools and through this, we went to the school committee and told them there was a need for this alternative education, and this was funded [applause].

Mr. FORD. You come from an area that has another outstanding example of what might happen if we went to revenue sharing and gave money to the States. After several years of fighting with a number of States, we thought we had changed the Federal law so it was impossible for the State to take Federal money away from a school district on impact aid.

I believe there is a court case now pending involving Chicopee, and that is close to you, where, after all of this effort by the Congress for a number of years, in the State of Massachusetts, they found a way to take into account when distributing the money back to the schools from State resources the Federal money that we send by impact aid. If that is what your State would do if we sent revenue sharing, it is a pretty good chance it is not going to get to either Chicopee or Sprinfield.

The next one would be Mrs. George Twaits, Tacoma, Wash.

Mrs. TWAITS. I am Mrs. George A. Twaits, Tacoma, Wash. I am the chairman of the title I Parent Advisory Council.

We have 34,000 students enrolled in our public schools in Tacoma. We have 2,177 students participating in the enrichment program. our parent advisory council consists of 32 members; 6 are community representatives, 4 are from private schools, and 22 are from public schools.

Our parent advisory council has existed since 1967. But only in the last year have we been about forming school-based advisory councils at each one of our title I schools. We have concentrated our funds in kindergarten through the third grade.

We believe by meeting the youngsters needs in the early years, there will be less need for extra help in later years. We are very concerned in Tacoma about the future of title I. Because of our title I program, we have found our children are achieving better academically.

They are more able to cope with problems and respond better to the world about them. An elementary school that was previously having ministers volunteer to patrol hallways are now having children move freely from classroom to classroom.

In our school, which has the highest concentration of low-income children in our district and previously had the most depressed enrollment as well, we find the children anxious to please and relate to adults and to other students, and the staff is continually measuring the behavior of children and seeking ways to better the atmosphere.

Another one of our schools which is located in our predominantly black community had a very interesting thing happen. Children were asked 6 years ago to draw a color picture of themselves. All children colored white faces.

Now, after a program that is concerned with the effective area as well as the cognitive, black children color themselves black.

These are just a few examples of our many successes. I feel that they have come about because of the extra help that title I has brought to our low-income schools. Reading teachers, counselors, social workers, nurses, and primary enrichment teachers have been able to zero in on needs of individual schools and have been able to work with and support the staff that was already in that building.

Many of the staff members had become very discouraged. They needed to be remotivated, supported, and encouraged. They also needed to be more aware of their attitudes and responses to children and parents.

There is a need for teachers to be made accountable. I believe there are very few nonlearners in our society, only inadequate teaching methods. It is important that school districts continue to be accountable for money they receive. With evaluating, auditing, and comparability reports, a monitoring system is taking place in title I.

It, of course, is not perfect, and does need to be improved. If the government is serious about helping educationally-deprived children from low-income areas, the money must continue to be earmarked for these children with a lot of strings attached.

We keep hearing scuttle butt about education revenue sharing. No one I have spoken to supports revenue sharing of any kind. If this money comes to school districts without guidelines, regulations, and a monitoring procedure, it will be used to keep the children in our more affluent schools.

In Tacoma, parent committees and school board members and city government come from the well-to-do part of the city. Poor people do not have the time, money, nor opportunity to run campaigns and win elections.

Title I, Headstart, and Follow-Through have finally given poor parents a voice in the community. We also find throughout our Nation a great deal of apathy on the part of our communities where education is concerned.

The only time we have a voice is when it is time to vote for special levies. This has come about because of educators' willingness to include parents in the decisionmaking process.

We have had administrators tell us that they have gone to school for a number of years to receive their training, and they know what is best for our children. We have been told we have no business in their schools telling them what to do with these kinds of kids.

I cannot begin to tell you how much the rules and regulations, part 116.17(o) of the regulations of 1971 have helped parents. We are finally able to be involved in the planning, development operation and evaluation of the project.

This, of course, is a benefit to the Government, because we can keep an eye on what is happening at the local level. We are the best monitors you will ever have. In Tacoma, we have parents writing proposals, writing the applications, publishing a newsletter, developing criteria for prospective staff members, conducting training sessions for teachers, developing parent grievance procedures, planning the budget, volunteering in the classroom, negotiating with administrators, reviewing test results, and evaluating the program.

Recently 17 of our parents spent a week evaluating 21 title I schools. We compiled 40 recommendations for changes in the program for next year. We will soon begin to negotiate on these recommendations.

We are very proud of our desegregation plan in Tacoma which came about with the help of parents and the community. The parents saw a need and the parent advisory committee bused out target area eligible children before the district did. We insisted that the law be followed.

We now have eligible bused out children being served in six schools. We have seen a number of things which are questionable, and because of our insistence and willingness to negotiate we are bringing about changes.

I cannot emphasize enough the importance of the parents advisory committee. We have the necessary energies, desires, and the reasons for title I to work. Remember it is our children involved.

Title I is fulfilling two needs. One, the need of children, and second, the need of low-income parents to be meaningfully involved in our child's educational program. The parents are also meeting the need, the Government's need for an on-going monitoring system.

I have mentioned that we have concentrated our funds. We spend no money in secondary and no money in the fourth, fifth, and sixth grades. This was a difficult decision to be made.

We see many needs in these other nine grade levels. Because of the mobility of our society, we have many children in these upper grade levels who have not been involved in the primary enrichment program.

We are in need of four times as much money, because we are not able to effectively serve 75 percent of the eligible boys and girls. We strongly support the continuation of title I funds for target area low-income children, and we are hopeful that continuation will be fully funded.

Thank you for this opportunity to be heard. [Applause.]

Mr. FORD. Thank you very much.

We will move on to the panel, which consists of Mrs. Nancy Mosca, Baltimore, Md.; Mrs Rita Zepeda, Los Angeles, Calif.; Mrs. Jim Rielly, Oskaloosa, Iowa; Ms. Rhoda Dotson, Youngstown, Ohio; Mrs. Jacqueline Williams, Columbia, S.C.; and Mrs. Leroy Wymore, Oskaloosa, Iowa.

[The prepared statements referred to follow:]

STATEMENT OF MRS. NANCY MOSCA, CHAIRWOMAN, TITLE I, ESEA PARENT ADVISORY COUNCIL, BALTIMORE, MD.

I am Nancy Mosca, Chairwoman for the Title I, ESEA Parent Advisory Council for Baltimore County.

I am here today to help children. What Title I has meant to the children and the parents in Baltimore County is invaluable and immeasurable. Even the remote thought of the elimination of Title I would be a terrible thing.

I would also like to give my wholehearted support to H.R. 69 which has been submitted by Congressman Perkins. H.R. 69 as I understand it would give full funding for all eligible children $300.00 per child, which would extend ESEA, Title I programs through 1978. This would build a better continuity of the program, and be a definite plus as far as the planning of the Title I program is concerned.

We have collected data for the last five years on the degree of parental involvement with regard to parent/teacher conferences, parent/child involvement and other parent involvement. We have found 53% of the Title I parents have not been involved with school activities, and 44% have not been helping at home. This was because of lack of communication and knowledge of what to do. This data lead us to believe there is very little chance of improving reading for Title I children unless you have meaningful parental involvement in their education, both in school and at home. Because of this data, one of the major components of the project in Baltimore County is our Parent Helper Program. We have hired parents of Title I children on a temporary basis to work in the Title I schools. These parents go through a training workshop, and then work in the classroom under the direction of the teacher. This program has proved invaluable thus far. These parents are not only bringing extra money into the home and community, but are learning how to help their child in the school. This is something some of them did not know how to do before. Some of them were unable to read and write themselves. This program has given the parents and the children such good concepts, such good feelings about themselves and each other that you could not measure this in the form of a test. This Parent Helper Program has enabled not only the parent to build better relationships with their child, but has built better relationships with parents, teachers, principals, communities and everyone that is involved with the education of that child. This program has enabled principals and teachers to see maybe why a parent has been reluctant to come into the school for a parent conference to offer help, or for any other reason. It has made them see that maybe the parent hasn't come, because she is ashamed to come, because she doesn't have a decent dress to wear, or because she doesn't have a winter coat. Any one of these reasons is enough.

In Baltimore County in the Title I schools when a problem like this has been made known to the principal, the aides and the teachers, they rally together to help these parents. They have made these parents feel like they are worthy, like they are wanted in the schools and give them a new self-concept about themselves, and this in turn has helped their child. I feel Title I is directly helping those children that should be helped by Title I funds.

One parent came to work as a parent helper. Her child had a speech problem she was unaware of. She said her husband spoke the same way. Through the Title I program, she has learned that her husband also had a speech problem, and he is now interested in seeking help. The child is being helped, and is not so frustrated, because the parents know now how to help that child. After this parent's hours ran out as a parent helper, she remained on as a volunteer helper.

I would also like to use my own child as an example. He was reading below level in the first grade. I became involved as a volunteer in his second year of school. This gave my son such a good feeling about himself and about me, and just the thought that his mother was there in school, it gave him such pride in his work that it was unbelieveable. I was able to help him and to know when not to help him. He is now in the third grade and is reading on grade level.

We have found many more examples like these in Baltimore County. The good feelings this has built between parent and child are invaluable to the child's learning and achieving better. We also feel in Baltimore County by hiring these parents that we are putting money directly to the parents in the community of the Title I schools. Most of our employees or aides that are hired in the Title I programs live in the communities of the school attendance areas that they work, and quite a few of them have been parents of Title I children in the past. The parents in Baltimore County are truly involved, not only in their own school, but on a county level.

We have the parent program in each school. We also have a county-wide Parent Advisory Council with representation from each of the schools in the project in Baltimore County. We meet once a month and have visits in each of the Ttile I schools monthly. We are able to see what goes on in each of the schools, get better ideas, go back to our own schools and share these ideas with one another. We are able to visit the different classrooms, the aides, the teachers, see different materials, and it truly gives the parent a chance to see what is going on in the classroom with their own child and with other children. The fact that Title I has mandated parent involvement, I feel, is the main reason parents have become so involved. Without this mandate, I think that some of the schools and the principals would not have brought the parents in and involved them as much as they are involved today. I think that we need these mandates that are part of the Title I law, and at this time, I would like to give my reasons why I do not support Educational Revenue Sharing.

I think Title I should continue as a categorical grant program. As Title I is now, it is a specific program reaching specific children with specific needs. Educational Revenue Sharing as it is now is too uncertain. It does not state who will administer the money of Title I, what guidelines will be followed if there will be any guidelines, and it does not assure that disadvantaged children will receive the monies due them. I feel that if the monies come into the state as a lump sum, they could be subject to political pressures and disadvantaged children will never see the money. Educational Revenue Sharing does not assure parental involvement as does the present Title I program. It is not said that parental involvement will be mandated.

We parents have worked to hard in the last eight years to become an important part of Title I, only to be told now that we are not needed, or we have no rights as far as the law is concerned. Too much is too uncertain with Educational Revenue Sharing. I don't truly feel that Title I monies would reach the disadvantaged child that they are meant to reach under the Educational Revenue Sharing.

Congressman Perkins, I would like to thank you for this opportunity to come before the Congressional Committee and give my reasons and the reasons of those parents in Baltimore County for supporting Title I as a categorical grant program and H.R. 69, the bill that you have submitted.

Thank you.

STATEMENT OF MRS. JAMES RIELLY, CHAIRMAN, PARENT ADVISORY COUNCIL, OSKALOOSA, IOWA

This is testimony presented to you pertaining to the great importance of the continuance of the Title I program under the Elementary Secondary Education Act.

My testimony is given to you as a member of a small school district and a parent of a participating student of the Title I program. Oskaloosa is a typical small Iowa school district, representative of rural areas.

The Title I program in Oskaloosa has brought about and funded an outstanding program for the educationally disadvantaged. An excellent reading program with a reading clinic has been established to best serve the educationally disadvantaged, as reading is one of the first areas where the results of being an educationally disadvantaged child appeas.

In some cases, this lack of reading ability is brought about by immaturity because of a lack of social experience, or because of a visual and/or auditory perceptional difficulty. These are not retarded or special education children but are children who have an average I.Q. These are the children that seem to be able to bluff their way in the classroom situation. They are usually labeled the trouble makers, the ones that don't try or don't care. Their undetected lack of reading ability brings about further frustrations usually to discipline problems in a classroom and eventually as the required schooling continues, they become the droupouts or have severe emotional problems.

Through the diagnostic clinic these children are tested and given the proper training and help; thus, enabling them to increase their reading skills and improve their regular classroom work.

In our local Title I program, a reading clinic and reading centers have been established to help the educationally disadvantaged. In an evaluation, a significant portion of our school population was found to have a reading disability.

The effects of a reading disability are numerous. Normal progress in school is blocked for the disabled reader. Feelings of inferiority produced by reading disability lead to various forms of maladjusted behavior.

In our clinic, a studen't difficulties are properly analyzed through testing and diagnosis. The child is taught in his center. This is above and beyond his regular classroom work. Frequently, the student is brought up to his potential learning capacity.

Of equal importance are the changes in personality and feeling of self worth that occur with the correction of the reading difficulties.

The educationally disadvantaged child is a child that is more harmed than helped by an extended summer vacation period. A Title I summer school has been carried on so that these children would continue to gain. Some extra-curricular activities were also provided along with the reading so that the economically disadvantaged students would have wider opportunities.

At this time because of the cutback in Title I funds, we will not be able to have such a summer program.

Because of limited funding in our local district, our program is only able to serve a portion of the elementary students and at the Jr. High and Sr. High level only isolated cases.

More attention has been given the kindergartens so that these children may be helped to catch up at an earlier age thus, avoiding some of the difficulties that arise with the educationally disadvantaged child. This in turn helps not only the child's family, and community but society in general.

Our LEA feels Oskaloosa has benefited so greatly from an effective Title I program that they have been willing to put funds into the program when the necessity arose.

For example, in August of 1972, Oskaloosa was alloted the sum of $91,678, since that in November they were cut to $86,678 and again in February 1973 to $86,113, and there is a possibility it may be cut further before the fiscal year is ended. Believe me, this makes it hard to budget—even if this were happening to a small household budget. Our LEA feels so strongly on the great benefits derived from the Title I program for making our whole educational program effective, they have been willing to carry the salaries of teachers so several of our Title I reading centers do not close. This is how important and effective the school district feels the program is to the Title I child. Advantages are also brought about in the classroom in which the children belong and evenutally the whole educational system benefits.

In the small school districts, many of the same problems exist as in a larger, metropolitan area, and we also have problems that are unique to rural areas.

It is important that there be some flexibility in the regulations established so that the smaller school districts can better meet the needs of these areas. For example, in Oskaloosa, Iowa, there are no great variances in the attendance centers. Therefore, comparability in our case could bring about a less effective program.

The Title I program is the type of program that requires legislative regulation to assure a good program. In many cases monies would be channeled into an already ineffective program and where improvements are needed would not be carried out.

Our SEA in Iowa has been most helpful in seeing that Title I programs are well-regulated and that program development is carried out. There have been in-service workshops held for Title I teachers and parents and programs are evaluated and developed to best serve the needs of the educationally disadvantaged.

In the budget cut proposed by the Administration, it appears that rural areas, such as Iowa, and lower socio-economic groups will be particularly hit hard.

There will be so many people appealing to the Governor of the state for a portion of the Revenue Sharing monies, that I find it hard to visualize many people speaking out for the educationally disadvantaged. There is no great organization backing this group of people. In smaller LEA, the voice of this group is small and therefore, the message may not sound as loud or important. These are future taxpayers of our country. These are the people that through Title I programs are being given a chance to develop some degree of confidence in themselves so they may have a better chance to succeed as human beings.

STATEMENT BY RHODA DOTSON, REPRESENTING PARENTS ADVISORY BOARD, YOUNGSTOWN, OHIO

I am Rhoda Dotson. I am representing the Parents Advisory Board of Youngstown, Ohio.

We feel that Title I should continue as a categorical program and should not be a part of Education Revenue Sharing. We also feel that the states should not have complete control of Title I funds and programs. Without Federal guidelines, supervision, and auditing we as parents will not be assured that the disadvantaged child will receive his fair share of Education Revenue Sharing funds. Whereas with Federal supervision, we feel reasonably sure that the money will reach poor children and help those children who are behind in grade level.

The Title I remedial Reading Program in Youngstown has been very successful in helping the educationally disadvantaged children in our school system. This Reading Program services 787 educationally disadvantaged students in grades one thru six. Six-hundred-fourty-six (646) of these studens are enrolled in the Title I public elementary schools and 141 are enrolled in the Title I parochial elementary schools. The Reading Program is in fourteen (14) Title I public elementary schools and three (3) Title I parochial schools. Parents in Youngstown feel that this program has been a tremendous success in helping their children who are behind in reading. I too feel that this program is vitally needed in our school system.

We of the Parents Advisory Board have voted that our school system expand and enrich this Title I reading program. With Title I coming under Education Revenue Sharing it could be possible that we may not have such a program, and this would be detrimental to the education of our children. Title I as a categorital program is and could be vital in upgrading the academic skills of the disadvantaged child.

Parental involvement is a very important part of Title I. Parents who feel able to effect their children's educational environment will relay to their children a sense of worth and effectiveness. Parental involvement holds the greatest potential for correcting those problems which interfere with the childs development. Experts alone will not make children whole and well.

The Title I Parents Advisory Board in Youngstown, which is composed of seventeen (17) members, who are parents of children participating in Title I Programs, are now in the process of helping with the planning, development, and implementation of Title I Programs for our children.Upon reviewing the results of the Ohio Survey Test and doing a needs assessment of our secondary schools, we found that the greatest deficiencies of our children are in the areas of reading, math, and science. The Youngstown Parents Advisory Board's function is to help with the planning, development, implementation, and evaluation of all Title I programs and helping the Youngstown school system to come up with workable programs and some solutions to the causes for the educational deficiencies of our children.

Title I in Youngstown is helping the disadvantaged child with supportive services such as medical, dental, and clothing. We, Youngstown parents, along with some educators have found that many children do not attend school because of inadequate medical attention and clothing. We found one incident where a mother was dividing her children school days because there was only one pair of boots in the home for her two school age children. One child would go in the morning and the other child would attend in the afternoon. They were wearing tennis shoes inside of their boots. The mother could buy two pairs of tennis shoes for five dollars and could only pay for one pair of boots.

Title I, through comparability, has required equal spending on all children so that Title I is truly extra. We would like to see comparability continue to be a Title I requirement.

We, of the Parents Advisory Board and Parent Advisory Committees of the Youngstown School district, feel that it is vital that Title I remains as a cateorical program with Federal supervision, parental involvement, and comparability to insure effective compensatory programs for educationally disadvantaged children.

OSAKLOOSA COMMUNITY SCHOOL DISTRICT,
Oskaloosa, Iowa, March 6, 1973.

Hon. CARL PERKINS,
U.S. Representative,
Chairman, Committee on Education and Labor,
Rayburn House Office Building,
Washington, D.C.

DEAR REPRESENTATIVE PERKINS: I have been following with great interest your committee hearings involving Title I, ESEA.

On March 12, the chairman of our local Title I Parent Advisory Council, Mrs. Jim Rielly, will be offering testimony before your committee. I am looking forward to accompanying her to attend the hearing in person.

I know that besides parent groups, state Title I coordinators have testified.

I would like to submit to your committee the enclosed material written from the view-point of an administrator of a local program.

I serve as Supervisor of Instruction for our school district. My salary is paid totally from our own school district so I have no financial connection personally with Title I. However, I am concerned about the continuance and future of Title I in our school system.

I would appreciate it very much if you and your committee would give consideration to these enclosed comments.

Thank you.

Sincerely,

MRS. LEROY (ALVADA) WYMORE,
Supervisor of Instruction.

STATEMENT OF ALVADA L. WYMORE, SUPERVISOR OF INSTRUCTION, OSKALOOSA COMMUNITY SCHOOL DISTRICT, OSKALOOSA, IOWA

Representing the Oskaloosa Community School District as a Local Education Agency involved in operating a Title I program under Elementary Secondary Education Association legislation, the following comments are offered on:

1. the effectiveness of program
2. extent of local program
3. possible expansion of program
4. future prospects of program
5. areas of special concern

1. EFFECTIVENESS OF LOCAL PROGRAM

With funds from Title I, it has been possible for Oskaloosa Community School District to provide remedial and corrective help in reading for children in elementary grades. Children who have experienced difficulty in reading have the opportunity to benefit from small group instruction (3 to 5 pupils) in Title I centers which are situated in elementary schools.

It has also been possible to establish a reading clinic to diagnose and remediate severe reading disability cases. The reading clinic serves as a demonstration center for local teaching staff and for Title I personnel in other school districts.

In-service meetings and workshops held in the reading clinic have provided instruction and training to help teachers become more effective in teaching disabled readers.

2. EXTENT OF LOCAL PROGRAM

In grades 3–8, there are 501 children in the Oskaloosa schools who have been identified as educationally disadvantaged. Seventy-eight of these children are currently in Title I classes.

This means that only approximately 15% of children eligible for Title I in grades 3–8 are receiving such services in Oskaloosa.

Title I reading centers are located in six of our seven elementary attendance centers.

One elementary school, the junior high school, and the senior high school, even though qualifying as target area schools, do not have Title I centers. The limited amount of funding to Oskaloosa makes it impossible to establish Title I centers in these schools.

In the reading clinic only about 10% of the children who are diagnosed as severe reading disability cases can be scheduled for remediation. Again, insufficient funds prevent the hiring and training of more staff to do clinical teaching.

Because the school district believes that the Title I program in Oskaloosa is very effective in providing needed assistance to educationally disadvantaged children, the district spends some of its own resources to provide additional funding. For example, no money is budgeted from Title I funds to include administration of the Title I program; instead, the school district pays for this. Also, when Title I funds have been discontinued for certain programs (e.g. transition rooms), our school district assumed responsibility for the program and continued it themselves.

3. POSSIBLE EXPANSION OF PROGRAM

With additional funds the Title I program could be extended to include all of our qualifying schools. An expansion of the current program would concentrate further efforts toward providing vitally needed help to the educationally disadvantaged pupils.

Because reading ability is a prime factor in the success of all curricula areas, the major focus of Title I here would continue to be aimed at reading in a preventive as well as a remedial sense.

4. FUTURE PROSPECTS OF PROGRAM

It is with alarm and trepidation that the Oskaloosa school district has viewed the "now it does—now it doesn't" type of existence of Title I.

The discontinuance of Title I or the cutting back of available Title I funds would seriously affect in adverse ways pupils who already have numerous educational problems to combat.

The Oskaloosa school district has made considerable effort to bring to the attention of the general population the merits and values of Title I and the benefits derived from such a program. Speeches, published articles, and a film presentation produced by the school district have been particularly effective in making people aware of how Title I money is spent.

5. AREAS OF SPECIAL CONCERN

(1) Revenue Sharing

Although we do not know all of the particulars involved in revenue sharing, we would like to comment in general on such a proposal.

As we understand it, revenue sharing would provide general aid rather than categorical aid. It has been our experience that general aid often is lost in overall general budgets unless there is some regulation as to specific use of designated funds.

We did not receive aid from general funds formerly; only after categorical aid came into being was such aid available. We see nothing different at this time that would assure us of such aid under revenue sharing.

(2) Funding

(a) We feel that funding should be made available to all school districts. Problems in metropolitan areas seem to be more apparent at times; however, the same problems exist in the small, rural type community like Oskaloosa, along with additional problems unique to rural areas. We would hope that Oskaloosa's problems would not be ignored simply because of its rural setting.

(b) We have heard that a proposed formula for funding would be based on the number of educationally disadvantaged, rather than the number of economically disadvantaged. We feel that this would be an unfair formula to use to determine funding.

In Oskaloosa we have tried to provide a quality education for all of our children. We have worked hard to provide effective education. Therefore, if because of our efforts in this direction, our children did not test as low educationally as other districts, then by such a formula, we would not receive aid. We would theoretically be panalized for trying to educate our children well.

Such a formula would, in effect, reward ineffective programs and penalize effective ones.

(c) We experience extreme difficulties in planning and implementing our Title I program because we do not know the amount of money available for our use until late summer or early fall of the year in which it is to be used. It is impossible at such a late time to make changes or additions that we believe are needed for a better program. Even ordering materials becomes a problem because of this.

Staffing our program is a major problem because funding is so unsure. Teachers in Title I have no job security; they are never sure whether a job will exist for them or not. Because of this, it is often impossible to get our teachers who are highly qualified to take Title I jobs. Certainly these children who have serious problems need the best qualified, most capable, highly skilled teachers that we can provide for them. However, such teachers are reluctant to take federally funded jobs because of the job insecurity.

This year our teachers have been especially apprehensive and have requested other job assignments rather than to take a chance on Title I.

Our school district has also received numerous applications from teachers in other school district Title I programs seeking positions in Oskaloosa. This indicates to us that the exodus from Title I positions is wide-spread in Iowa.

Our school district started the school year operating Title I with an allocation of $91,687. This was cut to $86,878 in November and cut to $86,113 in late February. By this time in the school year we are already expending money beyond that amount so that it will be necessary for the school district to use general funds to finish out the Title I year rather than to discontinue parts of the program now. This causes problems in our school budget and at times it would be impossible for a school district to assume these added Title I expenditures.

If appropriations could be made a year in advance of the fiscal year in which they are to be expended, our school district could do a much better job of planning, staffing, and implementing our Title I program.

(d) We would like to see some flexibility built into federal regulations The federal regulations seemingly are designed for large city areas. When we try to apply such regulations to a town the size of Oskaltosa, the regulations in some instances, tend to be come ridiculous.

We have a great need for Title I programs in small towns the size of Oskaloosa but the regulations sometimes make it impossible to provide effective programs in these smaller districts.

Rather than one set of regulations to apply to all school districts, irregardless of size and type, it would seem more advantageous and more beneficial to provide the SEA with sufficient flexibility applicable to different situations.

(e) We feel a definite need for services on a state level in areas of leadership, program development, and program coordination.

During the last few years our SEA has provided an excellent in-service program for Title I staff. They have done this with only limited funding. Expansion of this in-service provided by SEA staff would greatly improve the quality of local programs. We would like to see sufficient funding allowed at the state level to establish and implement more in the area of program development.

Local educational agencies need various forms of assistance from the SEA in developing good programs, in following guidelines, etc. In-put from state personnel has a definite place in good overall compensatory education.

(f) In our type of school district, the needs of our disadvantaged children are more apparent in the academic area than in such areas as social needs, etc. Therefore, we would like to see concentration on educational needs rather than needs in other categories.

(g) Whatever legislation is enacted in regard to Title I, we would like the legislators to not overlook the "Oskaloosa" size and type of school districts of our country.

We would like them to consider the importance of, and the need for, programs in the more rural areas.

Oskaloosa, which is typical of the many small-town school districts existing in our country's rural areas, would like to feel that its students have an equal opportunity to benefit from federal funding.

STATEMENT OF MRS. JACQUELINE WILLIAMS, COLUMBIA, S.C.

Gentlemen: My name is Jacqueline A. Williams, and I represent the Richland County School District One, Title I Advisory Committee. I am addressing you today not as an educator or a professional, but as a parent. I have two school-age children, and one is in the Title I program at Lyon Street Elementary School in Columbia, South Carolina.

Being the PTA president for our school and a representative to our district's Title I Council gives me an opportunity to talk with many parents and teachers. The parents of children who are Title I recipients in my school district are extremely concerned about the President's proposal on Education Revenue Sharing. We are totally in favor of continuation of Title I as a categorical grant program for several reasons. Title I is a program designed to help educationally disadvantaged children and our children fall in this category. While there are approximately 9,000 children in our district needing this special assistance, due to the limited funds for Title I this year only 3,000 children are receiving help.

Education revenue sharing does not assure us that sufficient funds will be allocated to continue even this compensatory program. It does not assure us that the existing funds will be used to assist children with problems in reading and mathematics. Reading and mathematics are basic skills one *must* possess to be able to function in today's society as an asset and not a liability. Today, high school diplomas are required to do the most menial work. I know this firsthand because I recently received a GED and still must hold two jobs to support my family. Disadvantaged children are usually offspring of "educationally deprived" parents; parents who cannot find jobs paying enough to sufficiently support them. If compensatory education programs, especially Title I are not allowed to function free from this "ONE FOR ALL AND ALL FOR ONE" system (Education Revenue Sharing) that the President is proposing, we can only foresee our children and children of many other families like us who have little or no say in local and state government losing a considerable amount of funds allocated for the Title I compensatory education program.

As stated previously, thousands of children needing assistance now are not receiving it due to the lack of funds. Many others will be denied if Title I funds are cut. *The issuance of such large quantities of money to the states by the federal government with a "DO AS YOU SEE FIT" tag attached to it with no means of checks and balances by the federal government is nothing but an open invitation for all sorts of misusage of funds—funds that are so desperately needed for its primary intent. We, the parents of Title I recipients, ask you, our voices in Congress, to stand firm with us in our beliefs,* recognize, and acknowledge the truth when addressing our leaders. We feel the truth and the law of the land should prevail over all other.

I am honored to have been selected to speak to you today. Ever since I received my invitation to appear before you I have been very busy talking with the Title I State Coordinator, Title I supervisors, and Title I teachers, other than at Lyon Street Elementary School, where my son is in the Corrective Mathematics program. I had gathered documented information to include in my testimony. Some I included; some I did not, for I feel sure you already have piles and piles of it. I have learned that Title I had many problems in its first years. It was introduced in a dual school system, and funds were used for supplanting instead of supplementing. While the program was in progress, the school systems became unitary. Population shifts had its effects on the program. *Through trial and error, new comprehensions and corrections, the Title I program in my school district and many other school districts in the state of South Carolina is on its feet, and its progress is assured.*

I realize your only means of measuring progress is by test scores. I also know that tests do not cover the "human factors" in children when it comes to progress. Test scores are only figures on paper. They do not measure the disciplinary growth of children who are now able to read well enough to participate in a regular classroom, therefore having little or no need to do things to attract attention and disrupt the class. They do not measure the expressions of self-pride that beams across our children's faces when they are called upon to perform in class, and they know they are capable of performing successfully. *A test could never give you the satisfaction of seeing a child change from totally uninterested to overly eager in his lessons as I have experienced with my son and many of his classmates.* I guess he may be like many students who need that extra push and individual attention that Title I provides. My son constantly insists on reading to me and is forever challenging me with math questions. I can recall when he never brought a book home from school. His overall outlook about school has changed. He now has the incentive to want to learn.

I must also say that tests are measured on a percentage basis. This percentage does not take into consideration the individuality of children or the fact that all children taking these tests did not begin in the program on the same level of learning. I understand there is some question about the success of the Title I program due to test scores, but are test scores the only means of knowing that progress is being made? I have heard it said that surely a teacher being paid out of Title I funds is going to praise the program. After watching these teachers with our children achieving what I class as small miracles and knowing the only satisfaction they are receiving is when a child can finally be sent back to his regular class and is able to progress without further special help, I know that our teachers' praises are valid. Not only do teachers being paid out of Title I funds praise the program, teachers of regular classrooms praise it highly. It has been expressed to me time and time again from several teachers the difference in these children's attitudes and their willingness to learn.

Parental involvement has a lot to do with the success of the Title I program. Children spend the vast majority of their time at home. It takes a joint effort between the school and home to overcome learning problems. I have been involved with my children's school PTA and other school organizations since my oldest son's first year in school. This is my first year being on the Title I Advisory Committee. As I understand from parents, we are making progress in involving parents, but we have a long way to go yet. Our group is rapidly multiplying and numerous avenues are being opened for parents who are interested and to attract parents who do not know about Title I.

When I left for Washington, on March 11, our Title I Committee was in a three-and-one-half hour workshop preparing for the development of the 1973–74 Title I project application. Parents in Columbia, South Carolina, are really on the ball, and we are willing to do what is necessary to keep the Title I program functioning as a categorical grant program because we feel that if educational revenue sharing comes into effect parental involvement will be eliminated. *President Nixon talks about returning the power to the local people, but disadvantaged children and their parents have never been in power. Most legislators, school officials, and school board members have never experienced difficulties in school.* They do not know as we that parents of Title I children the feeling of self-insufficiency and the need to overcome it. *So, giving the power back to the people does not include us.*

This brings me to the future of Title I. I can best relate to you our concerns by using my school and my school district as an example. Three problems face the disadvantaged children in our school. *As Title I is eliminated or changed to revenue sharing, it will be a year or more, before any type of reading or math program and supportive services is begun again.* What will happen to the students in the Title I program who are beginning to make progress? Even if a program like Title I is continued in the same way in the future, these students will be lost in the reshuffle.

If the present Title I program is continued, many students in our school district who need extra assistance in reading and math and supportive services still won't receive them. With the present Title I budget only about one-third the students who actually need extra help can receive it. Without any exaggeration the Title I budget needs to be tripled just to offer all eligible students with reading and/or math difficulties minimum extra assistance. I don't understand how our federal government can spend billions on weapons to kill, but won't educate *all* of our children.

A third problem faced by the Title I students in my school and a dozen other schools in Columbia is the loss of Title I eligibility, even if the present Title I program is continued. Our school is estimated to have 60% disadvantaged students *enrolled*, but when the 1970 Census Data is used and the attendance zone, (not enrollment), is used to calculate the number of disadvantaged students, our school is estimated to have only 21% disadvantaged students. This causes *our school to be ineligible for 1973–74 under the present Title I regulations.*

Using attendance zones and the 1970 Census causes over 150 middle income white students who attend private segregation academies or moved out of the area to be included in the count of the Lyon Street attendance zone. This white flight has affected a dozen or more schools in Columbia and with eligibility based on attendance areas rather than actual school enrollments will make all of these schools ineligible for Title I, unless, of course, this regulation is changed.

Despite our difficulty with the way the present federal Title I regulation requires eligibility to be determined, I want the federal government to maintain some control over programs for disadvantaged students. The current balance between the local, state, and federal government in Title I seems ideal. A shift in this balance, especially reducing federal monitoring, would seem to put us back years in the education of disadvantaged children. The modification of the current regulations for determining eligible Title I schools is necessary. *Further improvements in Title I programs can be expected as parents and teachers become more familiar with the needs of disadvantaged students and work together to solve them. Education revenue sharing is a step backward.*

Attachment 1

TITLE ONE REMEDIAL READING PROGRAM AT LYON STREET ELEMENTARY SCHOOL, COLUMBIA, S.C.

The Title One Remedial Reading Program has afforded me two years of beautiful teaching experiences with about one hundred children. The children are happy and eager to learn. There are no behavior problems and growth in self-discipline, self-teaching, and positive attitudes to learning is apparent. There has been a countable growth in reading abilities.

Children are selected for the program on the criteria of reading one and one-half years below grade level and showing a potential for improvement. In 1971–1972 grades four and five were eligible, and in 1972–1973, only those pupils from grades two, three, and four are eligible. The classes are limited to ten children with a reading teacher and instructional aide. The periods are for fifty minutes, five days a week as compared to four days last year. Due to scheduling around recess and lunch periods, library and remedial Math, only four classes are held a day. About forty-five minutes a day is set aside for planning. Any extra time is used for testing, bonus students, helping classroom teachers with suggestions, making teaching labs, and study and observation.

In-service training was given one a week in 1971–1972 and once a month this year. These sessions have been invaluable and worth a college course. The specialists contributing to this training have been superior. The organization and supervisory personnel have provided a continuity and support that made for an excellent program.

The teachers have been provided with a variety of materials, soft-ware, hardware, and audio-visuals. Ideas have been shared and the latest and best-proven methods for the teaching of Reading have been supplied.

The provision of an instructional aide has been a very positive aspect in the program. The more that the pupil-teacher ratio is reduced, the more chance a child has to be heard when his questions are asked.

My classroom has been a dilapidated trailer, but my enthusiasm for this reading program, directed as it is, knows no boundaries. It has been a thrilling experience to see children get excited about learning. They clamor to come to "Reading" and they have fun while learning.

It has also been gratifying to see that the children who learn in small groups are helped to know how to discipline themselves in larger groups. The teacher and teacher-aide took forty children for a tour of Dutch Square at Christmas-time and recently had a guided tour and story hour at the Columbia Museum of Art. Not one child gave cause to be reprimanded. They moved freely and with self-pride. Accolades on our behavior were profuse.

I am convinced that this program represents money well spent.

Attachment 2

REMEDIAL MATH AT LYON STREET ELEMENTARY SCHOOL, COLUMBIA, S.C.

The Corrective Math Program at Lyon Street School has played an important part in helping to correct the deficiences of students who participate in the program.

Due to the low teacher-pupil ratio (one teacher, one aide, ten students) individualized and personalized instruction is a reality. Excellent soft-ware, manipulation devices, and testing materials have been provided.

Training for the teachers has been superior. The first year we were enrolled in a course—Arithmetic for the Elementary Teacher 700—at the University of South Carolina. This year, we have had in-service training twice a month with well-qualified instructors.

The program has been evaluated by students, parents, teachers, and instructors and was found good.

We have individual progress, improvement of attitudes toward math and school in general, growth in work habits, and better relations among the children.

The Corrective Math program has shown that pupils two or more years below grade level can profit from remedial programs.

Attachment 3

STATE OF SOUTH CAROLINA DEPARTMENT OF EDUCATION

Title of project: Corrective mathematics.
Location of project: Richard County School District No. 1, Columbia, S.C.
Contact person: Mr. J. Ben Cox, Coordinator, Federal Projects.
Cost of project: $179,170.
Number of participating students: 513.
Specific area of instruction: Mathematics.

MATH EVALUATION

Richland County School District One
1971–72

During the 1971–72 school year, Title One funds were used to support a corrective mathematics program in Richland County School District One.

The students who participated in this activity were those who had the necessary intellectual potential but were performing at least one and one half years below grade expectancy in mathematics. They were chosen from the fourth and fifth grades.

Each program was staffed with a qualified teacher and an aide and was located in the following schools: Carver Elementary; Burton Elementary; Lyon Street Elementary: Schneider Elementary; Sarah Nance Elementary; Roosevelt Village Elementary; and Hyatt Park Elementary.

In order to identify and select the students for the corrective mathematics classes, the following criteria was used:

1. Test results:
a. Math scores on the *Iowa Test of Basic Skills*
b. Other test data which may be available and useful
2. Cumulative records:
a. Math grades
b. Grades received from other subjects
c. Teacher evaluation
d. Health record
e. Attendance record
3. Teacher observation and referral:
a. Observation concerning the child's interest, ability and performance in the regular classroom learning atmosphere.
b. Observations of specific behaviors within regular classroom settings.
c. Referral of those students who have the ncessary intelligence but are experiencing difficulty in math and would benefit from a corrective math program.
d. Students referred will be those who are performing one and one-half years or more below grade level expectancy in grades 4, 5, and 6.

The major objective of the mathematics program was to provide mathematical experiences which were appropriate to the individual needs, abilities and interests of each child. Attempts were made to equip the student with the mathematical skills and basic concepts necessary for daily life in our society. The mathematics teacher prescribed and implemented a method of mathematics teaching for each student depending on his/her assessment of the cause of the student's difficulty.

The learning environment design included learning centers with multi-level and multi-media approaches. The centers were equipped so that they provided for the wide range of individual differences. The emphasis was on individual and small group instruction.

The students were provided approximately forty-five minutes of instruction and guidance per day in the corrective math program.

There was an inservice educational program during the school year for the teachers and teacher aides. The mathematics consultant assigned to this project and personnel from the School of Education at the University of South Carolina conducted this inservice program.

The services of the Instructional Support Teams were very effective in meeting the special needs of the children who were involved in this special math activity. The personnel of these teams included social workers, nurses, speech pathologists, psychologists and a school-home liaison person.

For evaluation purposes, pre-tests and post-tests were administered to the participating pupils in order to measure the growth of each pupil and each group of pupils. The Wisconsin Contempoary Test of Elementary Mathematics was used for this purpose. Different forms of this test were used in the fall and spring with both experimental and control groups.

RESULTS OF TESTING

The results from this testing indicate that fourth or fifth grade students in corrective math made substantial gains in mathematics achievement. A comparison of pre-intervention percentile rank scores with post-intervention percentile rank scores reveals a net gain for all experimental subjects (N = 241) of 8.03. Among the various schools participating in the corrective program, gains ranged from 0.88 to 12.14. (See Table I). A control group (N = 28) was drawn from a school not participating in the corrective program. Control subjects were selected on the basis of the same criteria as project pupils. The control group experienced a net loss in percentile rank scores (pre-test mean = 10.68; post-test mean = 6.14).

However, since the Wisconsin Test is normal for both fall and spring testing it is possible for a student to obtain a gain in raw score but a loss in percentile rank. This apparently is what took place with control subjects at Benson.

In order to compare the performance of experimental and control subjects, students in the two groups were matched on the pre-test score and on grade level. Since there were, in most cases, several possible experimental matches for each control subject, a randomization procedure was employed for selecting subjects from the experimental pool. Having equaled the groups on pre-test score (mean = 10.68, standard deviation = 8.07), at—ratio analysis was performed on the post-test scores. The finding was that the experimental post-test mean (22.50) exceeded the control post-test score at better than the .01 level of confidence (T = 5.10).

Academically, it appears that pupils in the corrective math program profited from the exposure thereto. This conclusion is reinforced by the fact that 98% of the students in program answered affirmatively to the following question: "Do you think this class (corrective math) has helped you?" To the question "Which do you prefer? Corrective math ——, classroom math ——," 87.4% of the students preferred the former and 12.6% the latter.

TABLE I.—SUMMARY OF TEST RESULTS FOR THE CORRECTIVE MATHEMATICS PROGRAM, 1971–72

School	No.	Pretest Mean	Posttest Mean	Gain
Schneider (001)	36	13.33	25.47	+12.14
Lyon Street (002)	40	26.48	31.32	+4.84
Carver (003)	38	21.13	29.42	+8.29
Hyatt Park (0[illegible])	35	7.63	18.63	+11.00
Sarah Nance (005)	26	16.19	27.69	+11.50
Burton (006)	32	24.66	33.28	+8.62
Roosevelt Village (007)	34	19.56	20.44	+.88
Control group:				
Benson	28	10.68	6.14	−4.54
All experimental subjects	241	18.61	26.64	+8.03

STATEMENT OF MRS. RITA ZEPEDA, REPRESENTING LOS ANGELES CITY SCHOOL DISTRICT, TITLE I, LOS ANGELES, CALIF.

My name is Mrs. Rita Zepeda, a representative from the Los Angeles City School District, Title I.

I feel it's imperative that categorical aid funding continue. ESEA Title I serves approximately 10,830 minority students in 106 elementary, 17 secondary, 49 non-public and 4 schools for the handicapped in the Los Angeles Unified School District. This only represents a portion of schools which are eligible to receive Title I funds. One of the main reasons for not being able to fund all of the eligible schools has been the lack of full funding. According to our records, Los Angeles City Schools should have been appropriated approximately a maximum of $72,000,000. However, due to presidential and congressional cutbacks, we have only received about $24,000,000 per year since 1968. Thus, it has hindered the maximum positive educational results that we have strived to achieve. In spite of the handicap, we have successfully achieved numerous educational goals and objectives. Programs like Pre-Kindergarten, Follow Through, TSL, and our regular Title I programs have encompassed the total child's educational process.

1. The Pre-Kindergarten program has shown that participating children consistently maintain *better attendance*. A positive bridging between the home and school has come about due to *parent involvement* in the classroom, home visitations, and parent inservice.

2. Numerous innovative reading and math programs have been initiated in the Title I schools such as *Reading Game, P.R.I.M.E. Math, Hoffman Reading Labs, Systems 80, I.T.A., Open Court, Formula Phonics* and *Madera Math.*

3. The E.S.L. Program (English as a Second Language) has *enabled pupils to succeed* in their classroom by encouraging them to learn English as quickly and efficiently as possible. Yearly the E.S.L. Title I pupils have made gains in the area of language development significantly higher than the comparison group. Children come with the *advantage* of speaking another language. They are provided with a program which encourages them to maintain their native language and to be *proud of their cultural heritage* as they are learning English.

4. Over 800 community persons have been trained as *Education Aides* and have assisted school staff in implementing the instructional program. Large numbers have returned to further their education by attending extension courses made avilable by Title I personnel.

5. Schools with a large percent of Spanish surnamed students have initiated special *bilingual* and *bicultural* reading and math methods and materials.

6. Thousands of certificated staff members have benefited from in-service classes, workshops, seminars and institutes which have been geared towards upgrading their expertise in individualized math and reading as well as human relations.

7. Program for Intergroup Education (P.I.E.) has been designed so that children from different ethnic groups can *work together* toward involvement in a meaningful experience.

P.I.E. is a voluntary program. *Parents are encouraged* to plan and implement the program. In the learning experience, meetings are planned so that interdependence between two classes is emphasized.

Teachers encourage the children to share ideas and feelings with their P.I.E. pals from the other school through individual written and tapped messages.

There is a continuing effort on the part of the teachers to maintain the paralleling between the two classes working in a program of this kind. We have learned that *human relationships are an important* part of any program.

8. Title I funding has made it possible to involve *thousands of parents* and community at the local, district, state and federal level. Phase I and II of the Community and Staff Development Programs have *promoted leadership* in the schools and community.

It is my personal opinion and experience based on much investigation that revenue sharing would divert the intent and need for the continuation of our Title I Program. Therefore, I strongly believe that categorical aid which helps the deprived child would be educationally and financially disastrous if there were an interruption in the funding of the program.

TABLE A.—ANALYSIS OF COVARIANCE BETWEEN ESL AND COMPARISON GROUPS

Year	Test and group	N	Premean	Post mean	Adjusted mean
1969–70	ESEA Title I	795	3.83	46.62	46.89
	Comparison	117	4.85	19.55	17.68
				F (1,909)=[1]172.27	
1970–71	ESEA Title I	819	5.48	47.19	46.84
	Comparison	152	3.45	12.11	13.98
				F (1,968)=[1]204.35	
1971–72	Total (K-6th)				
	ESEA Title I	768	5.34	39.56	39.73
	Comparison	69	6.43	17.41	15.49
	(Self-contained method)				
				F (1,834)=[1]61.37	
	Total (K-6th)				
	ESEA Title I	133	3.79	52.08	54.13
	Comparison	69	6.43	17.43	13.44
	(Half-Day method)				
				F (1,199)=[1]106.38	

[1] Significant at the 0.01 level.

LOS ANGELES UNIFIED SCHOOL DISTRICT,
MEASUREMENT AND EVALUATION BRANCH,
SFP EVALUATION AT EMERSON MANOR,
August 30, 1972.

To: Nonpublic School Administrators and Teachers.
From: Leo Weisbender, Ph.D., Supervisor and Winifred Rhodes, Specialist.
Subject: Two-Year Achievement Scores for ESEA-I Pupils in Nonpublic Schools.

Tables 1 and 2 show school-by-school gradequivalent scores for all classes of nonpublic pupils in the ESEA, Title I program during 1970–71 and 1971–72.

Table 3 displays average gains for all classes combined in each grade, for *three* years.

There was an upward trend in the number of nonpublic classes achieving their objective which proposed, basically, that they advance more than one month for each month of instruction.

By the end of 1970–71, an average of 57 of the classes had reached their goal; a year later, 61% had done the same.

Pupils are selected for nonpublic Title I participation on priority bases, according to their need for remediation in reading or arithmetic.

For your information on guidance, a few technical facts about the data have been included on the next page.

If we can be of further help in interpreting the scores for this first phase of our annual report, please let us know phone: 776-6020).

LOS ANGELES UNIFIED SCHOOL DISTRICT

Measurement and Evaluation Branch SFP Evaluation at Emerson Manor

TABLE 3.—MEDIAN GRADE EQUIVALENTS FOR ESEA-I NONPUBLIC SCHOOL PUPILS FOR 3 YEARS

School and grade	1969-70			1970-71			1971-72		
	Pre (Diff. Goal=.8+)	Post	Diff.	Pre (Diff. goal: 2-3=1.1+4-8=0.9+)	Post	Diff.	Pre (Diff. Goal=0.8+)	Post	Diff.
Total reading:									
1	No pupils			No pupils			----------	1.8	----------
2	1.6	2.5	0.9	1.1	2.0	0.9	1.6	2.1	0.5
3	1.8	2.8	.9	1.8	2.6	.8	2.1	2.9	.8
4	2.9	4.4	1.5	2.9	3.9	1.0	2.8	3.7	.9
5	3.5	5.0	1.5	3.5	4.5	1.0	3.4	4.3	.9
6	4.1	5.7	1.6	3.9	5.0	1.1	3.9	4.9	1.0
7	4.6	5.1	.5	4.7	5.9	1.1	4.5	5.5	1.0
8	4.4	5.0	.6	5.0	5.8	.8	5.6	6.6	1.0
				(Diff. Goal: 3-8=0.9+)					
Total arithmetic:									
2	No pupils			No pupils			1.4	2.5	1.0
3	No pupils			2.0	3.3	1.3	1.3	3.3	2.0
4	2.9	4.5	1.6	2.6	4.1	1.5	2.8	4.3	1.5
5	3.4	5.1	1.7	3.5	4.9	1.4	3.5	4.9	1.4
6	4.4	6.0	1.6	4.4	5.5	1.1	4.2	5.2	1.0
7	4.9	5.2	.3	5.3	5.8	.6	5.1	5.9	.8
8	No pupils			5.2	5.9	.7	5.8	6.9	1.1

STATEMENTS OF PANEL IV, CONSISTING OF: NANCY MOSCA, BALTIMORE, MD.; RITA ZEPEDA, LOS ANGELES, CALIF.; MS. JIM RIELLY, OSKALOOSA, IOWA; MS. RHODA DOTSON, YOUNGSTON, OHIO; JACQUELINE WILLIAMS, COLUMBIA, S.C.; AND MS. LEROY WYMORE, OSKALOOSA, IOWA

Mrs. MOSCA. Thank you, Mr. Ford.

I am Nancy Mosca, chairwoman for the Title I, ESEA. I am here today, Mr. Chairman, to help children. What title I has meant to the children and the parents in Baltimore County is invaluable and immeasurable.

Even the remote thought of the elimination of title I funds would be a terrible thing. Not only the children in the public and nonpublic schools would suffer, but those children in the five institutions in Baltimore County. I would also like to give my wholehearted support to H.R. 69 which has been submitted by Congressman Perkins.

H.R. 69, as I understand it, would give full funding for all eligible children $300 per child, which would extend ESEA, title I programs through 1978. This would build a better continuity of the program, and be a definite plus as far as the planning of the Title I program is concerned.

We in Baltimore County have collected data for the last 5 years on the degree of parental involvement with regard to parent/teacher conferences, parent/child involvement and other involvement.

We have found 53 percent of the title I parents have not been involved, and 44 percent have not been helping at home. This was because of lack of communication and knowledge of what to do.

This data lead us to believe there is very little chance of improving reading for title I children unless you have meaningful parental involvement in their education, both in school and at home.

Because of this data, one of the major components of the project in Baltimore County is our parent helper program. We have hired parents of Title I children on a temporary basis to work in the title I schools.

These parents go through a training workshop, and then work in the classroom under the direction of the teacher. This program has proved invaluable thus far. These parents are not only bringing extra money into the home and community, but are learning how to help their child in the school.

This is something some of them did not know how to do before. Some of them were unable to read and write themselves. This program has given the parents and the children such good concepts, such good feelings about themselves and each other that you could not measure this in the form of a test.

This parent helper program has enabled not only the parents to build better relationships with their child, but build better relationships with parents, teachers, principals, communities, and everyone that is involved with the education of that child.

This program has enabled principals and teachers to see why a parent has been reluctant to come into the school for a parent conference to offer help, or for any other reason. It has made them see that maybe the parent has not come, because she is ashamed to come, because she does not have a decent dress to wear, or because she does not have a winter coat. Anyone of these reasons is enough.

In Baltimore County in the title I schools when a problem like this has been made known to the principal, the aides, and the teachers, they rally together to help these parents. They have made these parents feel like they are worthy, and given them a new self-concept about themselves, and this in turn has helped their child.

I feel title I is directly helping those children that should be helped by title I funds. One parent in Baltimore County came to work as a parent helper. Her child had a speech problem. Her husband spoke the same way.

The child is being helped, and is not so frustrated, because the parents know now how to help the child. After this parent's hours ran out as a parent helper, she remained on as a volunteer helper.

I would use my own child as an example. He was reading 1 year below level in the first grade. I became involved as a volunteer in his second year of school. This gave my son a good feeling about himself and about me, and it gave him such pride in his work that it was unbelievable. I was able to help him and he is now in the third grade and is reading on grade level.

We have found many more examples like these in Baltimore County. The good feelings this has built between parents and child are invaluable to the child's learning and achieving better.

We also feel in Baltimore County by hiring these parents that we are putting money directly to the parents in the community of the title I schools. Most of our employees are aides in the title I community. Quite a few of them have been parents of title I children in the past. The parents in Baltimore County are truly involved, not only in their own school, but on a county level.

We have the parent program in each school. We also have a countywide parent advisory council with representation from each of the schools in Baltimore County. We meet once a month.

We are able to see what goes on in each of these schools, get better ideas, go back to our own schools and share these ideas with one another. We are able to visit the different classrooms, the aides, the teachers, see different materials, and it truly gives the parent a chance to see what is going on in the classroom with their own child and with other children.

The fact that title I has mandated parent involvement, I feel, is the main reason parents have become so involved. Without this mandate, I think that some of the schools and the principals would not have brought the parents in and involved them as much as they are involved today.

I think that we need these mandates that are part of the title I law. At this time, I would like to give my reasons why I do not support educational revenue sharing. I think title I should continue as a categorical grant program. As title I is now, it is a specific program reaching specific children with specific needs.

Educational revenue sharing as it is now is too uncertain. It does not state who will administer the money of title I, what guidelines will be followed if there will be any guidelines, and it does not assure that disadvantaged children will receive the moneys due them.

I feel that if the moneys come into the State as a lump sum, they would be subject to political pressures and disadvantaged children will never see the money. Educational revenue sharing does not assure parental involvement as does the title I program.

It is not said that parental involvement will be mandated. We have worked too hard in the last 8 years only to be told that we have no rights as far as the law is concerned. Too much is too uncertain with educational revenue sharing. I do not really feel that title I money would reach the disadvantaged child that they are supposed to reach.

Thank you. I would like to thank you for this opportunity to come before the committee and give my reasons and reasons of those parents in Baltimore County for supporting title I as a categorical grant program and H.R. 69.

[Applause.]

Mr. FORD. Thank you very much.

Chairman PERKINS. Ladies, before you leave, I want to say that we are delighted to see so many of you here today. I want to concur with the suggestion that Mr. Ford advanced awhile ago. You know, if a distinguished group of people like yourselves came from my home community to Washington and did not come by to see me, I would really feel that I was not welcomed in the Congress.

I believe it would be a great opportunity for you to go by and say hello to your respective Representatives in the Congress, and your Senators too. As strong as you people feel about title I, would certainly let your own Representatives know how good it is working in your community and just how you feel about it.

Congressmen always like to know these things. We like to know how the people we are privileged to represent feel about issues. I would hate to think that a good representative group from my community would come up here and not come by to see Carl Perkins.

I agree with Billy Ford here that it would be a great thing if you could visit your Congressmen and talk to them about the benefits that have flowed from this piece of legislation. And, if you feel that it should be continued, tell your Congressman about it.

I thank all of you for your appearance.

Mr. FORD. Mrs. Zepeda?

Mrs. ZEPEDA. My name is Rita Zepeda, a representative from the Los Angeles school district. If it sounds like I have a cold, that is what parents go through. Even if we are ill, we manage to get here.

I feel it is imperative that categorical aid money continue. ESEA title I serves approximately 10,830 minority students in 106 elementary, 17 secondary, 49 nonpublic, and four schools for handicapped in the Los Angeles unified school district.

In spite of the handicapped, we have successfully achieved numerous educational goals and objectives, programs like prekindergarten, followthrough, and our regular title I programs have encompassed total childs' education process. The prekindergarten program has shown that participating children maintain better attendance.

Numerous innovative reading and math programs have been initiated in title I schools such as reading game, P.R.I.M.E. Math, I.T.A., Open Court, Formula Phonics, and Modern Math.

I consider Spanish speaking as not a handicap. I consider it an asset. The ESEA program, English as a second language, has enabled pupils to succeed in the classroom. We encourage them to learn English as quickly as possible. Yearly ESEA title I pupils have made gains in the area of language development significantly higher than the comparison group. Children come with the advantage of speaking another language. They are provided with a program that encourages them to maintain their native language and to be proud of the heritage as they are learning English. I brought this for Congressman Perkins and it states the many languages of children from many, many different lands, starting with Greek, Portuguese, and I would like him to have it.

Mr. FORD. Without objection that will be entered in the record at this point.

[The document referred to follows.]

Los Angeles City Unified School District
ESEA TITLE I

ENGLISH FOR SPEAKERS OF OTHER LANGUAGES PROGRAM

I would like to begin talking about the English for Speakers of Other Languages program by telling you about the program's reliability. The children are tested at the beginning of the school year and again at the end of the school year. The gains are significantly superior to those of the children who do not have the benefit of the program.

The program builds on and uses the experiential background and skills that the pupils bring to school with them. It encourages them to maintain their native language and to be proud of their cultural heritage as they learn the English language skills.

Prior to Title I there were no special programs for non-English speaking children in the elementary grades. It was Title I funding that provided the pilot program that taught English as a Second Language to elementary school children.

The pilot program began with 15 teachers teaching English as a Second Language to mainly Spanish speaking pupils. Today the program has grown to 160 ESOL teachers teaching ESL to over 5,000 pupils who come from twenty five different language backgrounds.

Other (than Title I) schools in the district and county have requested help in ESL from the Title I staff. They have also requested copies of the Title I materials.

Let me conclude talking about the ENGLISH FOR SPEAKERS OF OTHER LANGUAGES program by giving you this little brochure that briefly describes the program, a copy of a recent survey, and by reminding you that for the past three years the gains of the Title I pupils in learning English as a Second Language have been significantly superior to those of the comparison groups who have not had the benefit of the program as this copy of the report from the Research and Evaluation Section states.

Enclosures:

Los Angeles Unified School District
Research and Evaluation Branch (Title I),
Emerson Manor, January 15, 1972.

To: Virginia Dominguez.
From: Jack Reynolds, Jr.

Results of achievement testing in the ESL program for three years show that the experimental groups have performed significantly higher (.01) than did the comparison groups (Table A).

Los Angeles City Unified School District
ESEA, TITLE I, 1972-73

ENGLISH FOR SPEAKERS OF OTHER LANGUAGES (ESOL), PROGRAMS FOR PUPILS LEARNING ENGLISH AND/OR STANDARD DIALECT

Description of support or service available

Students who speak other languages or dialects or who have limited English ability are provided with a program which encourages them to maintain their home language and to be proud of their cultural heritage and ancestry as they are learning English as a Second Language or Standard Dialect.

Since each school, community and pupil has individual needs, program designs vary. Total education for speakers of other languages and/or dialects is provided by programs designed to meet YOUR needs.

The programs:

Build on the pupil's experiential background and skills;

Assist pupils to succeed in regular classrooms;

Use an aural-oral approach and direct and indirect second language acquisition methodologies in situations which are relevant and meaningful;

Give pupils opportunities to share their culture and traditions with others;

Help children gain an understanding of the American culture and way of life;

Provide intensive language instruction and practice;

Have bilingual teachers and bilingual aides;

Have multi-lingual teachers and multi-lingual aides;

Involve pupils in experiences which motivate and stimulate the acquisition of the language art skills;

Simulate real life situations through dramatic representation;

Provide daily successful experiences;

Progress from hearing to speaking, to reading and then to writing;

Provide instruction in other content areas in half-day and self-contained programs;

Parent involvement

Parents are invited to help plan and implement programs. Since culture is very personal, parents are solicited and encouraged to make culture-heritage presentations in the language of the home as part of the program's social studies scope.

Staff development

Preservice.—All ESOL teachers and aides are expected to attend a minimum of five days of pre-service training. Parents are also invited to participate in the pre-service meetings. Pre-service content includes (1) understanding the problems and needs of students learning a second language, (2) second language teaching techniques and procedures, (3) the relationship of language to culture, (4) linguistics, (5) materials orientation and development, program planning, and (7) testing and prescribing.

Monthly inservice.—During the school year teachers, aides and parents are provided five full days in-service training to expand and to extend pre-service training, to present new materials and techniques, and to help resolve problems and needs.

On site inservice.—Upon request, in-service is provided at individual schools for: ESOL teachers; entire faculties; aides and tutors; administrators; parents; and volunteers.

Individualized consultation.—Teachers, aides, parents, and administrators may obtain individualized consultant services upon request, since the program coordinator and the advisers are on call. The coordinator and the advisers may also be called upon to make presentations to entire staffs and advisory councils.

Program coordination

Included in the program coordination are planning and implementing the program and help in materials and equipment selection and acquisition. Also included are meetings with advisory councils, parents, and other community resource persons.

Accountability

Yearly, Title I pupils have made gains significantly higher than the comparison group.

Pupils are given pre and post, the ESL/BILINGUAL Structured Placement Test and other local teacher developed testing instruments.

The staff works closely with the Research and Evaluation Section to continually upgrade the program.

Los Angeles City Unified School District

ESEA TITLE I

English for Speakers of Other Languages Program

January 25, 1973.

Grade levels—K through 6

Native language of students:

Greek
Portuguese
Burmese
Arabic
French
Spanish
(Mexican, Cuban, Puerto Rican, Panamanian, Ecuadorian, El Salvadorian, Argentinian, etc.)

Tagalog
Yugoslavian
Samoan
Korean
Italian
Hawaiian
Persian
Chinese
(Several dialects)

Tonganese
Japanese
Hebrew
Yiddish
Hindii
Nonstandard
Dialect
Various
American-Indian languages

Title I students served in ESL	5, 138
Percentage of total title I project participants	5. 35
Personnel involved:	
Teachers	159
Aides	100
Int. clerk steno	1
Teacher-advisers	3
Program coordinator	1

The program, in an effort to meet the unique needs of pupils, schools, and communities, offers three basic program plans, short period, half day, and full day self contained. Short period may be either pull out (an TSOL specialist pulls children out of regular classrooms for 45 to 60 minute periods of instruction), pull in (an ESOL specialist provides instruction in a corner of the classroom), half-day programs wherein an ESOL specialsit has two groups of pupils for a half day each, and full day programs wherein ESOL trained teachers provide total curriculum programs.

Short period programs provide ESL instruction but do not have too much time for practice. Half-day programs provide ESOL instruction, more time for practice, more time for reading, time for math and time for culture-heritage-self-concept social studies.

Mrs. Zepeda. Over 800 community persons have been trained as educational aides and have been assisting school staff. Large numbers have returned to further their educations by attending extension courses made available by title I personnel.

May I say this. If Congressmen would go out and visit title I programs, to walk into a classroom and see what educational aides are doing, when you walk into a school that is 100 percent or 99 percent black and Mexican-American and the teachers are all white, we must balance the ethnic background, and the only way we are doing it is through title I and through education aides.

I think we are teaching children self-identity. Schools with a large percentage of Spanish-surnamed students have initiated special reading and math methods and materials. Thousands of members have benefited from inservice and institutes which have been geared to upgrading the expertise in individualized math and reading, as well as human relations. The only thing we haven't done is have a measuring stick to measure attitudes. We have not accomplished that in Los Angeles.

A program for intergroup education has been designed, so that children from different ethnic groups can work together. P.I.E. is a voluntary program. Parents are encouraged to plan and implement the programs. In the learning experience, meetings are planned so that interdependence between two classes is emphasized. Teachers encourage children to share feelings with pals from other schools through individual and taped messages.

There is a continuing effort on the part of the teachers to maintain a parallel between the two classes working in a program of this kind. We have learned that human relations are an important part of any program. In the P.I.E. program you would see a black child holding the white child's hand. Bigotry has not started yet, this comes later.

Title I funding has made it possible to involve thousands of parents and communities at local, district, State, and Federal level. Phase I and II of the community staff development program have promoted leadership in the school and community. I would like to explain what the Phase I is. To any parent listening here, I wish they would take it back with them.

In Los Angeles we constituted a program which gave service to 6,000 parents in minority communities. We were trying to establish a cohesiveness between parents, teachers, educational aides, and parents. I guarantee you I was accused of starting the riots in East Los Angeles. I do not deserve that credit. The reason is that many people had never heard of a Mexican American. Teachers would come to the students and would see the child and they had no instinct of what the child was. I think to us this created a revolution, not only in the black community but in Mexican-American communities, and parents said let's get out there and get involved.

In Los Angeles we have one of the greatest district advisories, and we are getting parents' councils together and they are moving. It is my personal opinion and experience based on much investigation that revenue sharing would divert the intent and need for continuation of our title I program. Therefore, I strongly believe that categorical aid which helps the deprived children would be educationally and financially disastrous if interrupted.

I want to emphasize what I feel that categorical aid and revenue sharing is. I received this article that came out in the Washington newspaper:

> The White House stated functions concerning Spanish-speaking Americans have been taken over by Presidential counselor, Mrs. Armstrong. She is the highest ranking woman in the Nixon administration. At the time of her appointment the White House said they would give her a wide range of activities over domestic affairs and with matters that were formerly handled by Robert Finch. Mrs. Armstrong and her husband own a large ranch in Armstrong, Tex., an area populated extensively by Mexican-Americans.

To me this is about as ridiculous as putting title I into revenue sharing. Because I eat Chinese food does not make me an expert on the Chinese.

I want to say that we will do everything in our efforts to keep title I out of revenue sharing. They are already discussing in Los Angeles what they are going to do with the money. I think it will go into Mr. Yorty, but I guarantee it will not go to the poor. You must keep it at the Federal level, and you must keep mandating because if you had not mandated parent participation, I guarantee you we would still be sitting at home knitting. [Applause.]

Thank you.

Mr. FORD. Gracias. I don't speak Spanish well enough to speak with you, but we did understand what you were saying.

Mrs. ZEPEDA. I forgot to interpret to the ones who were deprived. I am sorry.

Mr. FORD. I have a Spanish-speaking wife, and I am just learning, but we do understand the feeling that you were expressing, because this committee has been very conscious of the fact that the programs that title I has made available have proved to a lot of people that you can do things in bilingual areas that educators thought for a long time were not possible. We only wish we could get more money in the other bilingual titles to supplement the title I programs that hav worked so well.

We appreciate your bringing this dimension to the use of title I funds, because it is something we have had from administrators, but not from someone who is so directly involved as you.

Mrs. Jacqueline Williams.

Mrs. WILLIAMS. My name is Jacqueline Williams, and I represent the Richland County School District I, Columbia, S.C., Title I Advisory Committee. I am addressing you today not as an educator or a professional but a parent. I have two school-age children, and one is in the title I program at Lyon Street Elementary School in Columbia, S.C.

Being the president for our school, and a representative to our District Title I Council gives me an opportunity to talk with many parents and teachers. The parents of children who are title I recipients in my school district are extremely concerned about the President's proposal on educational revenue sharing. We are totally in favor of continuation of title I as a categorical grant program for several reasons.

Title I is a program designed to help educationally disadvantaged children, and our children fall in this category. While there are approximately 9,000 children in our district needing this special assistance, due to the limited funds of title I this year, only 3,000 children are receiving help. Educational revenue sharing does not assure us that such funds will be allocated to continue even this compensatory program. It does not assure us that existing funds will be used to assist the children with problems in reading and mathematics. Reading and mathematics are basic skills one must possess to be able to function in today's society as an asset and not a liability.

Today a high school diploma is required to do the most menial work. I know this first-hand because I recently received a G.E.D., and stll must hold two jobs to support my family.

Disadvantaged children are usually offsprings of educationally deprived parents, parents, who cannot find jobs paying enough to sufficiently support them. If compensatory education programs, especially title I, are not allowed to function free from this one-for-one-and-one-for-all system, educational sharing the President is proposing, we can only foresee our children and children of many other families like us who have little or no say in local and State Government losing a considerable amount of funds allocated for the title I compensatory education program.

As stated previously, thousands of children needing assistance now are not receiving it due to the lack of funds. Many others will be denied if title I funds are cut. The issuance of such large quantities of money to the States by the Federal Government with a "do as you see fit" tag attached to it, with no means of checks and balances by the Federal Government, is nothing but an open invitation for all sorts of misuse of funds, funds that are so desperately needed for its primary intent.

We the parents of title I recipients ask you, our voices in Congress, to stand firm with us in our belief, to recognize and acknowledge the truth when addressing our leaders. We feel the truth and the law of the land should prevail over all others.

I am honored to have been selected to speak to you today. Ever since I received my invitation to appear before you I have been very busy talking with the title I State coordinator, title I supervisors, and title I teachers other than at Lyon Street Elementary School where my son is in the corrective mathematics program. I had gathered documented information to include in my testimony. Some I included, some I did not, for I feel sure you already have piles and piles of it.

I have learned that title I had many problems in the first years in South Carolina. It was introduced in a dual school system and funds were used for supplanting instead of supplementing. By this I mean title I moneys were used to equalize when State and local moneys should have been used for equalization, and title I funds should have been used for extra.

Now if State and local officials can use title I moneys to equalize and there is Federal monitoring, what will they do with it if there is no Federal monitoring?

Population shifts had its effect on the programs. Through greater Federal supervision and monitoring, the title I program, in my school district and many other school districts in the State of South Carolina, is on its feet and its progress is assured. By population shifts. I mean it is not the children's fault that this high percentage of white flight in the schools when the unitary schools or when the systems became unitary. If this high percentage was not predicted by our lawmakers, do the children have to suffer because our lawmakers did not predict this high percentage of white flight?

Population shifts have caused children in need of title I to be without it. They are saying this school is ineligible, but indeed if the children do not attend, that makes the school ineligible, and this is true in the South. I realize your only means of measuring progress is by test scores. I also know that tests do not cover the human factors in children when it comes to progress. Test scores are only figures on paper. They do not measure the disciplinary growth of children who are now able to read well enough to participate in a regular classroom, therefore having little or no need to do things to attract attention and disrupt the class. They do not measure the expression of self-pride that beam across our childrens' faces when they are called upon to perform in class and they know they are capable of performing successfully.

A test score could never give you the satisfaction of seeing a child change from totally uninterested to overly eager in his lessons as I have experienced with my son and many of his classmates. I guess he may be like many students who need that extra push and individual attention that title I provides. My son constantly insists on reading to me, and is forever challenging me with math classes. I can recall when he never brought a book home from school. His overall outlook about school has changed. He now has the incentive to want to learn.

I must also say that test scores are measured on a percentage basis. This percentage does not take into consideration the individuality of children or the fact that all children taking these tests did not begin in the program on the same level of learning. Some say that title I has not worked because children have not done well on tests, but I say that test scores do not adequately measure your progress.

I have heard it said that surely a teacher being paid out of title I funds is going to praise this program. After watching these teachers with our children achieving what I class as small miracles, and knowing the only satisfaction they are receiving is when a child can finally be sent back to his regular class and is able to progress without further special help, I know our teacher's praises are valid.

Do teachers being paid out of regular funds praise the program? Teachers in regular classrooms praise it highly. It has been expressed to me time and time again from several teachers the difference in these childrens' attitudes, and their willingness to learn.

Parental involvement has a lot to do with the success of the title I program. Children spend the vast majority of their time at home. It takes a joint effort between the school and home to overcome learning problems. I have been involved with my children's school PTA and other school organizations since my oldest son's first year in school. This is my first year being on the Title I Advisory Committee. As I understand from parents, we are making progress in involving parents, but we have a long way to go yet. Our group is rapidly multiplying and numerous avenues are being opened for parents who are interested and to attract parents who do not know about title I.

When I left for Washington, on March 11, our Title I Committee was in a 3½-hour workshop preparing for the development of the 1973-74 title I project application. Parents in Columbia, S.C., are really on the ball, and we are willing to do what is necessary to keep the title I program functioning as a categorical grant program because we feel that if educational revenue sharing comes into effect parental involvement will be eliminated.

President Nixon talks about returning the power to the local people, but disadvantaged children and their parents have never been in power. Most legislators, school officials, and school board members have never experienced difficulties in school. I have come across in certain towns in South Carolina school officials over public schools who are sending their children to private schools. So why should they be concerned with the underpriviledged disadvantaged child? They do not know as we the parents of title I children the feeling of self-insufficiency and the need to overcome it. So, giving the power back to the people does not include us.

This brings me to the future of title I. I can best relate to you our concerns by using my school and my school district as an example. Three problems face the disadvantaged children in our school. As title I is eliminated or changed to revenue sharing, it will be a year or more before any type of reading or math support program is begun again What will happen to the students in the title I program who are beginning to make progress? Even if a program like title I is continued in the same way in the future, these students will be lost in the reshuffle.

If the present title I program is continued, many students in our school district who need extra assistance in reading and math and supportive services still won't receive them. With the present title I budget only about one-third the students who actually need extra help can receive it. Without any exaggeration the title I budget needs to be tripled just to offer all eligible students with reading and/or math difficulties minimal extra assistance. I don't understand how our Federal Government can spend billions on weapons to kill, but won't educate all of our children.

A third problem faced by the title I students in my school and a dozen other schools in Columbia is the loss of title I eligibility, even if the present title I program is continued. Our school is estimated to have 60 percent disadvantaged students enrolled, but when the 1970 census data is used and the attendance zone, not enrollment, is used to calculate the number of disadvantaged students, our school is estimated to have only 21 percent disadvantaged children This causes our school to be ineligible for 1973–74 under the present title I regulations.

Using attendance zones and the 1970 Census causes over 150 middle income white students who attend private segregation academies or moved out of the area to be included in the count of the Lyon Street attendance zone. This white flight has affected a dozen or more schools in Columbia and with eligibility based on attendance areas rather than actual school enrollments will make all of these schools ineligible for title I, unless, of course, this regulation is changed.

Despite our difficulty with the way the present Federal title I regulation requires eligibility to be determined, I want the Federal Government to maintain some control over programs for disadvantaged students. The current balance between the local, State, and Federal Government in title I seems ideal. A shift in this balance, especially reducing Federal monitoring, would seem to put us back years in the education of disadvantage children. The modification of the current regulations for determining eligible title I schools is necessary. Further improvements in title I programs can be expected as parents and teachers become more familiar with the needs of disadvantaged students and work together to solve them. Education revenue sharing is a step backward.

I would also like to say there are enclosures from our teachers, our reading and math teachers, and there is an enclosure of the math program. I did not see Senator Quie's bill, but the way I look at it, if title I funds are allocated to different schools by the progress of the students, it would almost be worthwhile to tell the children not to learn because all students are not in the program now that need assistance and if money will not be allocated because the children are progressing, what about the children in the program now. If funds will be cut, if the schools say our children have progressed, so the funds are cutoff, what about the children waiting in line to get in the program?

Mr. FORD. Mr. Quie is not here, and I am not cosponsoring his bill, but he does not use progress on tests as a distribution. Without attempting to defend the formula, what he uses is the absolute status of a child with regard to comparable child in a different school, so that schools where the children are reading at the lowest level for their grade level would get the maximum amount of money under his formula without regard to economic status.

That has a certain appeal, but on pages 7 and 8, you seem to indicate that, after the establishment of the unitary school system, the new HEW guidelines are causing the money to follow the child into another school. Is that what you are saying here? I don't understand what you mean when you say that the white flight has affected a dozen or more schools.

Mrs. WILLIAMS. Using my school as an example, Lyon Street School is a predominantly Black area. They rezoned middle class whites into our school area. About four families stayed with about four children. The rest of the families put their children into private schools. Therefore, when it comes down to Lyon Street School being classified as title I, the fact that the census say these children are in this zone, it lowers the ratio.

Mr. FORD. I see.

Mrs. WILLIAMS. They are not going about it by actual attendance. They are going by zone areas. Those children are indeed not in our school.

Mr. FORD. You made the observation that this is only in the South.

Mrs. WILLIAMS. I can speak for the South.

Mr. FORD. This problem may exist across the county, and I would have expected that it would not have existed in the same way in the South as it has come to light in some other parts of the country because the living patterns are not as clearly segregated in the South as they are in the northern industrial cities. You describe here on the top of page 8, "Using the attendance zones and the 1970 census causes over 150 middle income white students who moved out of the area to be included in the count of the Lyon Street attendance zone."

You are only referring to that in terms of them watering down the percentage of poor children?

Mrs. WILLIAMS. I think it is 26.1 or something like that. In other words, an elementary school would have to have that percentage or higher of low income families in order to be classified as a title I school. Being that these children of these middle income families are zoned in, it brings their percentage lower.

Mr. **Ford**. Are children assigned to the public school in a zone other than the one——

Mrs. **Williams**. The student is assigned to this public school, but they are going to a private school. We have an 86 percent of low income families in our school now that are actually in attendance, but it will not be classified as a title I school because of the 1970 census saying that these middle income white families are in the attendance at the school when those children are actually in attendance in private segregated academies.

Mr. **Ford**. I am still baffled because this is the opposite of what we had described in Prince George's but it produced the same result, in both cases bad. It is something we will want to look at a little more and see if we can develop a pattern and try to figure out why it works that way.

Mrs. **Williams**. Why was not title I rules and regulations modified when the systems became unitary? The rules and regulations were made up for segregated systems. So to change the system would call for modification of those rules and regulations so the money could be used properly. I feel like times have changed and times are changing so far as title I goes, and when there was such an extreme change from segregation to unitary, then the rules and regulations should have been changed and maybe some of these problems would have been eliminated. They should have been changed to meet the needs.

Mr. **Ford**. What you are saying is that the South is changing to the school attendance patterns of the North, and the result of that is to redirect the money from title I in a way that keeps you from concentrating it in the school attended by the children with the greatest need.

Mrs. **Williams**. I am saying title I school should be targeted by attendance not by zone. The truth is some schools are being targeted as title I schools where they have some children that would be title I recipients in it, but the majority of the children are very affluent white that do not need title I assistance in reading and math.

Mr. **Ford**. Does anybody representing the nonpublic school that you characterize as a white academy sit on your advisory council?

Mrs. **Williams**. We have two advisory council members from every school.

Mr. **Ford**. Does that include——

Mrs. **Williams**. From the parochial schools. I am not sure about the private.

Mr. **Ford**. What about the private schools that are not church related?

Mrs. **Williams**. I am not sure of that.

Mr. **Ford**. Would you take a look at that and let us know?

Mrs. **Williams**. I sure will.

Mr. **Ford**. Theoretically they are entitled to be on there.

Mrs. **Williams**. This is my first year on the advisory council, so I have got a lot to learn, but I can at least express my views as a parent, and I would also like to say so far as giving the power back to the people, I felt as if I was like when you get a foreign body in your eye, your eye tries to reject it. When I went to the State and local people and tried to get information, it was a thing like passing the buck. Everybody felt as if she was trying to find something out on me.

Mrs. ZEPEDA. I think we find the problem is that they sit here in Washington and they set up criteria for the different levels, like, for instance, in the Mexican-American communities, we do not fall in AFDC criteria on account of achievement. Yet the man's working wages are far lower than AFDC level. I hope you involve people from local communities to participate in setting up the guidelines instead of setting them up here and sending them out to the people. That is the reason things like this occur, because there is no input in the local level.

Mr. FORD. It is too bad Mr. Quie is not here because this is the kind of problem that his method of distribution——

Mrs. ZEPEDA. Not with testing, no.

Mr. FORD. You would not use testing, you would use the actual present status of a child as determining the need for the program.

Mrs. ZEPEDA. It would not work in Los Angeles because when you give a test to Mexican-American children, it is geared to Anglos, and I guarantee if this was one of the criteria, then they would change it around.

Mr. FORD. So that would put more money in a school.

Mrs. ZEPEDA. So a child would pass and he would be out.

Mr. FORD. Okay. Mrs. James Rielly, Oskaloosa.

Mrs. RIELLY. Thank you, Mr. Ford.

I am Mary Rielly, Oskaloosa, Iowa. I am presenting testimony pertaining to the great importance on continuance of the title I as categorical program in the Elementary and Secondary Education Act.

My testimony is given to you as a member of a small school district and a parent of a participating student of the title I program. Oskaloosa is a typical small Iowa school district, representative of rural areas.

The Title I program in Oskaloosa has brought about and funded an outstanding program for the educationally disadvantaged. An excellent reading program with a reading clinic has been established to best serve the educationally disadvantaged, as reading is one of the first areas where the results of being an educationally disadvantaged child appears.

In some cases, this lack of reading ability is brought about by immaturity because of a lack of social experience, or because of a visual and/or auditory perceptional difficulty. These are not retarded or special education children but are children who have an average or above average I.Q. These are the children that seem to be able to bluff their way in the classroom situation. They are usually labeled the troublemakers, the ones that don't try or don't care. Their undetected lack of reading ability brings about further frustrations usually leading to discipline problems in a classroom and eventually as the required school time continues, they become the dropouts or have severe emotional problems.

Through the diagnostic clinic these children are tested and given the proper training and help; thus, enabling them to increase their reading skills and improve their regular work.

In our local title I program, a reading clinic and reading centers have been established to help the educationally disadvantaged. In an evaluation, a significant portion of our school population was found to have a reading disability.

The effects of a reading disability are numerous. Normal progress in school is blocked for the disabled reader. Feelings of inferiority produced by reading disability lead to various forms of maladjusted behavior.

In our clinic, a student's difficulties are properly analyzed through testing and diagnosis. The child is taught in his center. This is above and beyond his regular classroom work. Frequently the student is brought up to his potential learning capacity.

Of equal importance are the changes in personality and feeling of self-worth that occur with the correction of the reading difficulties.

The educationally disadvantaged child is a child that is more harmed than helped by an extended summer vacation period. A title I summer school has been carried on so that these children would continue to gain. Some extracurricular activities were also provided along with the reading so that the economically disadvantaged student would have wider opportunities.

At this time because of the cutbacks in title I funds, we will not be able to have such a summer program.

Because of limited funding in our local district, our program is only able to serve a portion of the elementary students and at the junior high and senior high level only isolated cases.

More attention has been given the kindergarten so that these children may be helped to catch up at an earlier age thus avoiding some of the difficulties that arise with the educationally disadvantaged child. This in turn helps not only the child, his family, and community but society in general.

Our school district feels Oskaloosa has benefited so greatly from an effective title I program that they have been willing to put funds into the program when the necessity arose.

For example, they have been willing to carry title I expenditures when our original allocations were cut, which has happened twice so far this year. If they had not carried, two of our reading centers would have had to closed, thereby beginning to halt the progress that these children have experienced.

Another major problem we have to deal with is that filling title I jobs with capable teachers. Title I teachers do not know from 1 year to the next if they will have a job and, therefore, our best teachers are reluctant to take these jobs.

In the small school districts, many of the same problems exist as in a larger, metropolitan area, and we also have problems that are unique to rural areas. It is important that these children be brought up to the level of educational attainment that is appropriate for children of their age.

It is important that there be some flexibility in the regulations established so that the smaller school districts can better meet the needs of these areas. For example, in Oskaloosa, Iowa, there are no great variances in the attendance centers. Therefore, comparability in our case could bring about a less effective program. Our first target area school is the best school in our district.

The title I program is a type, I must add that came about because the former building was condemned and we had to pass a school bond issue.

The title I program is the type of program that requires administrative regulations to assure a good program. In many cases money would be channeled into an already ineffective program. In seeing that title I programs are well regulated and that program development is carried out our SEA in Iowa has been most helpful. There have been in-service workshops held for title I teachers and parents and programs—are evaluated and developed to best serve the needs of the educationally disadvantaged.

In the budget cut proposed by the administration, it appears that rural areas, such as Iowa, and lower socio-economic groups will be particularly hit hard.

There will be so many people appealing to the Governor of the State for a portion of the revenue sharing monies, that I find it hard to visualize many people speaking out for the educationally disadvantaged. There is no great organization backing this group of people. In smaller LEA, the voice of this group is small and therefore, the message may not sound as loud or as important. These are future taxpayers of our country. These are the people that through title I programs are being given a chance to develop some degree of confidence in themselves so they may have a better chance to succeed as human beings.

Thank you.

Mr. **Ford.** Without objection, I would like to have the newspaper clippings that are attached to your testimony entered in the record following your statement. It is a description of the reading clinic and the person writing for the newspaper placed great emphasis that this is the only program of its kind in the State of Iowa, and it only came into being as a result of title I grant and depends for its continued existence on the continuation of title I.

The committee is grateful to have you describe this program because it would be unfortunate if Members of Congress came to believe that only children living in big cities were being reached by title I programs and, therefore, since they had no big cities in their district they would have no interest in it. This will make it possible for a number of Congressmen with rural constituencies to see that it does get to them as well. I know from the newspaper clippings that Mrs. Wymore, who is also here with you, is a person responsible for setting up the program, is that correct?

Mrs. **Wymore.** Yes.

Mr. **Ford.** Do you have some comments that you would like to make?

Mrs. **Wymore.** Am I correct in that my written testimony that I did send to you will be in the record?

Mr. **Ford.** That is already in the record.

Mrs. **Wymore.** Then I will give a condensed version of what I have to say. I am supervisor of instruction of Oskaloosa, Iowa. It is a small district. With funds from title I it has been possible for us to provide preventive and corrective help in reading in several of our elementary schools. We have also been able to establish this reading clinic. In it we do diagnostic evaluation of a child's reading problems. It serves as a demonstration center for all of the title I teachers in the State of Iowa. We have had requests from other States surrounding us asking us if their title I teachers could come. We also have many requests from parents from surrounding States asking us to send their children there to us.

We have had in-service stations also for our regular classroom teachers trying to help them see the problems that title I children are involved in, and what kind of problems that they have to combat as they learn. Within our clinic we have programs for the parents, bring them in and having them also see some of the same things that their children do and go through some of the training sessions that our teachers do.

Currently only about 10 or 15 percent of the children who are educationally disadvantaged in Oskaloosa, and therefore do qualify for title I services, are in our title I program. With more funds we could expand our program to include these other children.

There are certain areas that are being considered now in title I that do concern us and I would like to make some comments about those. The first area of concern to us too is that of revenue sharing. We don't favor revenue sharing. Instead we want to see categorical aid continue. It has been our experience in the past that such programs in education as remedial reading don't receive funds under this general aid. There is nothing right now that indicated to us that it would be different if we go to revenue sharing now.

We also have several concerns relating to funding. The problems of small rural type communities do tend often to be ignored more than problems of metropolitan areas. Naturally this seems unfair to us and seems to discriminate against the smaller towns. One suggested formula that was referred to here proposes that funding be based on a number of educationally disadvantaged rather than the number of economically disadvantaged. This kind of formula would be difficult to regulate. The testing and all of this type of thing, it would be very hard to be honest in any test involved in this.

Also, and more importantly, I feel that in essence that type of formula would penalize the school systems that were trying very hard and working toward an effective program. It would theoretically reward the school with an ineffective school program.

We also need appropriations made a year at least in advance of the fiscal year in which they are to be used. It is impossible to do as good a job as we wish in planning and in staffing and implementing our program when we don't know what the allocation figure is until late summer or early fall. We also need assurances that the program is going to continue for at least the some specified number of years, so we can give job security to title I teachers. We have a lot of trouble getting capable teachers, and these are teachers title I children need.

We have problems in budgeting because of the cuts made during the year. So far this year we started with one figure and we have been cut two times, and we stand a good chance of being cut further.

Most of the regulations governing target one do have merit, and they insure a very good program. However, we would like to see flexibility built into these regulations. There are some regulations that are designed mainly for large cities, and they are difficult to apply to a town the size of Oskaloosa. At times what seems to be a very good and justifiable regulation may actually prevent us from carrying out an effective program in our district.

Mr. FORD. Would you give me an example?

Mrs. WYMORE. Yes; on this matter of comparability, we are required by the rules to have a certain number of teachers in each school. The nontarget schools with the target schools. One of our best schools, which Mrs. Rielly referred to, is a target area school. We have in it an open concept team-teaching situation. It is a very good program. However, it was in jeopardy last year because by going to the team-teaching situation, bringing in more aides, we actually had more personnel per pupil but they were not certified teachers in the number per pupil. Therefore, we were going to have to either give up our entire title I program, or hire seven more teachers. Actually we would have been defeating the type of program we felt these children needed.

We got around it because when we went back over some figures we found out that our schools, all of them, were eligible for title I, so we did not have to prove this point, but it could have hurt us seriously and made us give up a program in a target school, that would have been very bad.

Rather than one set of regulations to apply to all districts, it would seem better to provide the State educational agency with sufficient flexibility to handle different and and diverse situations. We feel a very definite need for services on a State level in areas of leadership and program development, and program coordination.

The quality of local programs in Iowa has been greatly improved by in-service workshops that have been provided by the State staff. It would seem beneficial to expand this phase of the State level title I by budgeting more money toward program development.

In our type of school district the needs of our disadvantaged children are more apparent in academic areas. Therefore, we would like to see concentration on thse educational needs rather than branching off into other categories of needs. Whatever legislation is enacted in regard to title I, we would like to see the legislators keep in mind the Oskaloosa size and type of school district. We feel that in the rural areas we have many educationally disadvantaged children who need the help that title I can give them. Oskaloosa is typical of the many small town school districts that exist in our country and we would like to feel that these children could benefit from Federal funding.

Mr. FORD. Thank you very much.

I was just observing that if the act were continued at the present $2,000 level, Iowa would lose 68.72 percent of the money it is now receiving. The Chairman's State of Kentucky would lose 64.47 percent. My State of Michigan would lose 32 and almost 33 percent because of what the new census data does and the movement of people.

So it is going to be very difficult for this committee to resolve the funding formula using the same criteria we have had. I think you have highlighted for us the problem that the Office of Education has lead us into by regulation. It was never in my opinion, as one of the authors of the legislation, the intention of the Congress to dictate, once we had used the really arbitrary formula in title I to determine the distribution of funds down to the county level, to the people within that county what educational deprivation was.

You will find nowhere in the legislation or in the legislative history of that legislation a definition of educational deprivation. That is not an oversight. It was a very deliberate effort on our part to avoid having a Federal definition of educational deprivation that would be rigid. What is educational deprivation in Appalachia at any given time might be different from what the perception of educational deprivation is in the city of New York. I think we now see that something will have to be done so that we restore the flexibility. By trying to pin it down too specifically, we are getting into a situation where we might reward your success in your program by elimination of the program.

I might suggest to you that the record will be open for another week or so if you have been inspired to send to the committee examples of how this program has worked and how, if you please, it might be improved. We would be most happy to have them from you and include them in the printed record.

Mr. FORD. You may proceed, please.

Mrs. DOTSON. I am Rhoda Dotson. I am representing the Parents Advisory Board of Youngstown, Ohio.

We feel that title I should continue as a categorical program and should not be a part of education revenue sharing. We also feel that the States should not have complete control of title I funds and programs. Without Federal guidelines, supervision, and auditing, we as parents will not be assured that the disadvantaged child will receive his fair share of education revenue sharing funds. Whereas with Federal supervision, we feel reasonably sure that the money will reach poor children and help those children who are behind in grade level.

The title I remedial reading program in Youngstown has been very successful in helping the educationally disadvantaged children in our school system. This reading program services 787 educationally disadvantaged students in grades one through six. Six hundred and forty-six of these students are enrolled in the title I public elementary schools and 141 are enrolled in the title I parochial elementary schools. The reading program is in 14 title I public elementary schools and 3 title I parochial schools. Parents in Youngstown feel that this program has been a tremendous success in helping their children who are behind in reading. I too feel that this program is vitally needed in our school system.

We of the parents advisory board have voted that our school system expand and enrich this title I reading program. With title I coming under education revenue sharing it could be possible that we may not have such a program, and this would be detrimental to the education of our children. Title I as a categorical program is and could be vital in upgrading the academic skills of the disadvantaged child.

Parental involvement is a very important part of title I. Parents who feel able to affect their children's educational environment will relay to their children a sense of worth and effectiveness. Parental involvement holds the greatest potential for correcting those problems which interfere with the child's development. Experts alone will not make the children whole and well.

The Title I Parents Advisory Board in Youngstown, Ohio, which is composed of 17 members, who are parents of children participating in title I programs, are now in the process of helping with the planning, development, and implementation of title I programs for our children. Upon reviewing the results of the Ohio survey test and doing a needs assessment of our secondary schools, we found that the greatest deficiencies of our children are in the areas of reading, math, and science. The Youngstown Parents Advisory Board's function is to help with the planning, development, implementation, and evaluation of all title I programs and helping the Youngstown school system to come up with workable programs and some solutions to the causes for the educational deficiences of our children.

Title I in Youngstown is helping the disadvantaged child with supportive services such as medical, dental, and clothing. We Youngstown parents, along with some educators have found that many children do not attend school because of inadequate medical attention and clothing.

We found one incident where a mother was dividing her children's school days because there was only one pair of boots in the home for her two school age children. One child would go in the morning and the other child would attend in the afternoon. They were wearing tennis shoes inside of their boots. The mother could buy two pairs of tennis shoes for $5 and could only pay for one pair of boots. This mother is a welfare recipient. She is only eligible to receive $15 per child per year for clothing.

Title I, through comparability, has required equal spending on all children so that title I is truly extra. We would like to see comparability continue to be title I requirement.

We, of the parents advisory board and parent advisory committees of the Youngstown school district, feel that it is vital that title I remains as a categorical program with Federal supervision, parental involvement, and comparability to insure effective compensatory programs for educationally disadvantaged children.

Mr. FORD. Thank you very much.

Again, let me thank all of you for making the personal effort We can only guess at the personal sacrifice involved to come here the long distances that many of you have come to testify. I don't believe that, in the 8 years that I have been participating in hearings on the Elementary and Secondary Education Act, this committee has ever before heard from the kind of panels we have heard from this morning, representative of parents.

I think we should have started sometime ago. You have been very encouraging to us because you indicate that, contrary to the pessimism that has begun to permeate the halls around here, there is a great deal more understanding and concern among people who are not public officials at the local level for these programs than we were willing to assume was going to show itself.

I would like to believe that what we have seen here this morning is not in any way atypical of what we would find across the country. The members of the committee have had an opportunity to visit a number of the programs and to talk with parents on field trips where we have one or two members who are able to go for a brief time, but never before to my knowledge, have ever had this kind of a turnout of parents here at the Washington level.

I wish we had had a little bit more attention from our newspapers because I hope that your presence in Washington wouldn't go unnoticed by the people who were not privileged to be here this morning and share it with you.

I will adjourn the hearing until 9:30 tomorrow morning.

Thank you.

[Whereupon, at 1:25 p.m. the subcommittee adjourned, to reconvene the next day, Tuesday, March 13, 1973, at 9:30 a.m.]

[Additional statement submitted for the record follows:]

STATEMENT OF MRS. LYDIA HIGGINS, MEMBER OF PROVIDENCE P.A.C.T., PROVIDENCE, R.I.

Our presence here today is an exterior form of our internal hopes for the children involved in ESEA Title I Programs; for without these programs our hopes may diminish. As our hopes diminish, so will a form of education that prior to 1965 and the passage of this Act, was unthinkable.

I am from the smallest state in the Union but because of ESEA's Title I Programs the people of our state have received some of the largest hopes for their children. As an active member of Title I PAC, I have seen many changes take place in my city of Providence, R.I.

I am also a member of the Head Start Advisory Board; Head Start, I realize receives no Title I monies; however, I fail to understand why President Nixon has decided to refund Head Start if there is no money to carry on what Head Start merely begins. I ask myself and I ask others where our children are to be left if programs similar to Follow Through are to be dropped by the wayside.

The Title I coordinators and project directors work with parents, staffs, and children to boost our hopes for the future. Who will work with us if the parental involvement guidelines are no longer enforceable? The answer quite possibly is the local school committee and superintendant; they are busy people as you may well know. Although we are in an urban situation involving urban problems, I feel that we are a group who would be heard on the basis of priority and very possibly a part of a school callendar would pass before the problems of the Educationally Deprived could be discussed, not even to mention problems being resolved. We cannot afford to lose even one day when our children are effected.

It has been pointed out that Revenue Sharing may solve some of the Federal Aid to Education cuts; but again I must point out that priorities would dictate the channelling of the Revenue Sharing FUNDS. These priorities would be dictated by individuals with varying points of view; the parents of Title I children have a point of view in common, our children and their future.

Title I Programs have been successful in the eyes of the parents. We do not have to see numbers or statistics on a piece of paper to tell us this. As parents we can see that our children do not want to miss the school bus. We can see our children pick up a newspaper, magazine, or book to read and we know that they understand what they are reading. We as parents who never heard of modern math are amazed when our children at home explain factoring to a younger child.

We can see children of foreign extractions growing better at communicating with our own children. As involved Title I people we can see changes in our community. We do not have to argue nor beg; Title I people understand because their objectives blend into one goal. Jobs have become available in the ever decreasing job market; as Title I parents are involved in Title I projects either with pay or on a volunteer basis; thus bringing unferstanding, objectives, and goals into one focus. This focus appears to be blurring and to be bent out of shape. We do not want to see the focus of the successes of our children fade out of view; it is for this reason that I appear here in Washington today.

I have heard it said that, "Education is change", and for Title I parents, Title I is change. I hope I have made clear some of the changes which have been produced for Educationally Deprived Children under ESEA's Title I; for without Title I *these* changes for *these* children could not have occurred; and in order for these changes to continue we need the continued support of ESEA's Title I.

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

TUESDAY, MARCH 13, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Lehman, Forsythe, and Towell.

Staff members present: John F. Jennings, majority counsel; and Christopher Cross, minority legislative associate; and Eydie Gaskins, special assistant.

Chairman **Perkins**. The committee will come to order.

A quorum is present. I see we have with us this morning one of our colleagues, Congressman Eilberg, who has always been a great supporter of educational legislation, and before we get to Dr. William Leary, superintendent of the Boston schools, I want to call on Congressman Eilberg and let him make any remarks that he feels appropriate at this time. Then before Superintendent Leary commences, I want to make an observation or two about our former Speaker who called about you.

STATEMENT OF HON. JOSHUA EILBERG, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA

Mr. **Eilberg**. Mr. Chairman, I want to thank you for your kindness in allowing me to appear before the subcommittee this morning.

Though I am not a member of the Education and Labor Committee, I believe my deep interest in educational matters and especially in the funding crisis confronting educational institutions at all levels is known to the membership of this panel. I introduced H.R. 3802 on February 6 of this year. This measure provides for the assumption by the Federal Government of up to 35 percent of the cost of local education over a four-year-period and which is similar to legislation sponsored by our colleague from Michigan, Bill Ford, during the 92d Congress.

I will not go into the merits of this approach at this time, Mr. Chairman, but do wish to express my appreciation to you personally for those occasions in the past when you found time in your crowded schedule to meet with me and members of the public and parochial schools of Philadelphia to discuss problems unique to our city.

I want to thank you for extending this courtesy once again today to Mr. David Horowitz, associate superintendent of the Public Schools of Philadelphia; Father Paul Curren, assistant superintendent of the city's Archdiocesean Schools; and Mrs. Marie Schobert, president of the Home and School Council.

I am sure the subcommittee is familiar in general with the very serious condition of local education in my community. Philadelphia has only recently seen a 7-week public school teachers strike ended —this is the aftermath of a strike earlier this academic year. A huge deficit exists in the board of education's operating budget. The Guarash report, a major study undertaken last year, has defined the critical situation confronting the city's Catholic schools.

And yet, while Philadelphia's educational problems are many and serious, we do have some important pluses in the struggle to save our schools. There is an active community-wide concern which you see well evidenced in the delegation which will testify today. The joint appearance of Mr. Horowitz and Father Curran demonstrates the long tradition of cooperation between these to separate but, in the Philadelphia experience, complimentary approaches to meeting the educational needs of the total community. When it is noted that the Archdiocesean schools account for almost one-third of our elementary and secondary student population, the importance of this spirit of cooperation is more fully appreciated.

The presence of Mrs. Schobert shows the active involvement of the parents of our city in trying to find solution to our problems. I can personally attest to the deep concern of Philadelphia's public officials at the local, State, and Federal levels.

But the thought I wish to leave with you this morning is that the cooperative spirit of Philadelphia, necessary though it is, is not enough in itself. We need help. School systems throughout the country need help. They need help now and they need it in quantity.

And it is my feeling that the Federal Government—despite the simplistic slogans of the self-annointed budget-cutters—ought to be doing very substantially more to meet this critical need.

And now, as I take leave to go to the hearings of my own subcommittee, I pledge my full cooperation in this body's efforts to aid in a meaningful way the American schoolchild and extend my thanks once again for your courtesies to our friends from Philadelphia.

Chairman PERKINS. Thank you very much, Congressman Eilberg. You have been most helpful to the committee in the past. We appreciate your support which will be needed this year.

It is a great pleasure for me to introduce Dr. William Leary, superintendent of the city schools in Boston, Mass. A few days ago I received a telephone call from our former Speaker, John McCormack. In fact, I was about to get ready to board a plane when he reached me, telling me about your appearance here and about your achievements in Boston as the school superintendent. He wanted to make sure that we heard you fully and gave you adequate time, and so forth and so on.

I told the former speaker that we really missed him around here, but that we certainly would treat you with the utmost courtesy. It is a great pleasure for me to welcome you here this morning. Dr.

Leary. I know of the wonderful job you are doing in Boston. We want your views on how we can improve title I, whether we should go to special revenue sharing and this so-called special revenue sharing proposal of the President how your school people feel about that proposal, and what we can do to bring better education to the disadvantaged youth of this country.

STATEMENT OF WILLIAM LEARY, SUPERINTENDENT OF SCHOOLS, BOSTON, MASS., ACCOMPANIED BY PAUL R. TIERNEY, ESQ., CHAIRMAN OF BOSTON SCHOOL COMMITTEE; CHARLES LEFWICH, ASSOCIATE SUPERINTENDENT FOR PLANNING; ROBERT McCABE, ADMINISTRATIVE ASSISTANT TO SUPERINTENDENT; AND DANIEL COUGHLIN, ADMINISTRATOR OF TITLE I, BOSTON, MASS.

Dr. LEARY. Thank you, Mr. Chairman. I was fortunate enough to meet our former Speaker a second time over the weekend and he wished to assure you of his continued good wishes and to thank you very much for the courtesies that he knew you would extend to the Boston delegation.

Chairman PERKINS. I never will forget the great work of John McCormack when we enacted the Elementary and Secondary Education Act, because if he had not been a most considerate gentleman, we would have never gotten the bill enacted. A few times it looked like there was a hopeless disagreement between some of our church groups in the country and other groups but he through his leadership helped hold us together and kept saying we were going to get a bill.

He and I followed the same tactics back in those days in 1965 and we did get a bill. We owe much to John McCormack.

Dr. LEARY. Thank you, Mr. Chairman.

Mr. Chairman, I would like to introduce to you and to the members of the subcommittee some of the people who have accompanied me from Boston today.

Chairman PERKINS. Let them come up to your side.

Dr. LEARY. The first one is the chairman of the Boston School Committee, Attorney Paul R. Tierney. Beside him is the associate superintendent for Planning in the Boston Schools, Mr. Charles Lefwich, and my administrative assistant, Mr. Robert McCabe, and finally the director of the title I programs for the Boston Schools, Mr. Daniel Coughlin.

Mr. Chairman, I would like to begin my remarks this morning by thanking you and the subcommittee for the courtesy of inviting us here to permit us to express our views to the General Subcommittee on Education. I would also like to express appreciation on behalf of not just the Boston School System, but also school systems all over the country for the work that this subcommittee has been doing since 1965 in developing programs for educationally disadvantaged in the cities as well as in the towns and hamlets of this Nation. It has done much to improve the opportunity that children have in this country to get a better education.

I would like to state unequivocally this morning before the subcommittee that cities particularly need Federal aid. I am using Boston as its own particular example. Congressman Eilberg from Pennsylvania just spoke about the needs of Philadelphia and you are going to hear more about that later this morning, but I will speak most about the unique needs that the city of Boston has.

Boston, with its hospitals, universities, churches and other institutions of cultural knowledge, museums, and so forth, is in a very strange position because although we are very proud to have all of these institutions and although we have natural leadership in them, our tax property rate in Boston has now been reduced to approximately 48 percent. That is, 48 percent of the property in the city is taxed to support all of the services which the city must provide. Fifty-two percent of the property in the city is now tax-free.

My perspective as new superintendent that I bring before you this morning, I have been superintendent since September of this past year, is hopefully a rather new one. I was fortunate enough this summer to obtain a Ford Foundation grant which permitted me to travel to a great variety of cities all over the country to study their problems.

I started out in the west coast and finished here in Washington, talking with superintendents of other educational institutions of the cities. The problems I found across the cities of the country are the same. We must have the support of the Federal Government if we are to continue to help the poor in title I areas. The gains that we have made in title I programs are just beginning to emerge across this country. They are bearly perceptible now. We can just begin to measure them, but there have been gains and those gains are due to assistance that the Federal Government has provided under the ESEA Act of 1965.

In Boston, for example, we have what we call a model demonstration subsystem which runs through grades 1 to 12 and this subsystem has provided great opportunity for our poor children in the City of Boston, black, white, and Spanish-speaking. We have a program that has parental involvement as its keystone. I know that some of the Boston parents have already appeared before this subcommittee. This parent involvement means that people from the community can come into our schools and work closely with our children providing role models and identification models that the children must have.

Additionally, we have another program called the work study program. I think this is an example of accountability which I think we are talking about much today in education and is a good example. We have approximately 500 young men and women in our work study program.

For one-half of the day they attend formal classes. For the other half of the day they go out and work in various areas in the community, such as hospitals, universities, the airport, and so forth. The Federal Government's expenditure last year for this program was approximately $520,000. The return to various governmental agencies through State income tax, Federal income tax, and social security payments was approximately $317,000, which means that these young people have the opportunity to work and to get an education due to Federal funds and are able to return some of the money that the Government has invested back to the Government and this, indeed, in my mind is accountability.

Last year under Public Law 874 the city of Boston received approximately $465,000. This was of great assistance to us because many of our schools are located in areas of public housing and these children who use our schools not only as a place to learn, but as a recreational facility and a facility to pick up extra information and activities as a community school situation. We had an Emergency Employment Act which provided 80 school aides with positions within our schools, which provided them with a chance to work with our youngsters.

So we have great dependence on the Federal Government for help. In ordinary times we might say, well, maybe that is not such a good thing to depend on the Federal Government. But I think our national leadership over the centuries in this country has been provided by the Federal Government. Our great progress in social welfare, the leadership has come from the Federal Government.

We must have and continue to have that Federal assistance under title I so education for those whom we consider disadvantaged, those people who need an extra opportunity, who need help have been assisted in the past by the Federal Government, and in the city of Boston we really need that assistance to continue.

I have provided in my statement to the subcommittee six recommendations whereby we could continue our title I help and increase it and I will not go into detail at that now. The members can look at that. But I feel that the Federal Government, all of us, have a moral responsibility to assist those people whom we consider educationally disadvantaged due to whatever reason because it is they who will be the future of this country. It is they who will provide the leadership of this country.

It is they who will be the solid citizens of the United States. I believe this country has had a great record in this in the past and I know it will continue to in the future.

Thank you, Mr. Chairman.

[Complete statement and documents follow:]

STATEMENT OF DR. WILLIAM J. LEARY, SUPERINTENDENT OF SCHOOLS, BOSTON, MASS.

Mr. Chairman and Members of the Subcommittee: I wish to express my thanks to the Subcommittee for allowing me to appear before you and bring for your consideration the benefit of educational experience in my city.

Let me express also at this time my deep appreciation for the continuing efforts and concern which individual members and the collective Subcommittee have habitually shown in regard to the greatest educational good of every school child in this land. Nowhere has this been evidenced more obviously than in the Elementary and Secondary Education Act of 1965 and its enabling legislation of subsequent years. A delicate persistency in holding on to ideals has been necessary to secure the lofty purposes of this law and I salute your commitment to those ideals—that every child is entitled to a quality education regardless of the level of income of his family or his neighborhood, and that the federal government has an obligation to compensate in those areas where income levels induce inferior educational achievement.

In a sense, it seems incredible that these most critical deliberations take

place in an atmosphere heavy with rumors of budget reductions, threats of program eliminations or severe recessions. Can such thoughts be seriously entertained by federal authorities when all who work closely with or are directly affected by these programs,—parents, teachers, administrators, community organizations,—are crying out for expansion of worthy programs, for extension of effective compensatory services to all students who need them, for massive increase in educational funding to make this possible?

My message to you today is direct and brief, but nonetheless urgent: *the cities and towns throughout the land desperately need federal aid for local* education.

I would guess that in one way or another everyone who has appeared thus far in the current hearings has given the same basic message to the Subcommittee. My testimony will corroborate what has gone before, I am sure, but may afford a somewhat different perspective.

Before citing specifics of the Boston experience, let me take just a moment to explain my perspective. If this explanation seems overly personal, I seek your indulgence, but I feel such explanation is necessary if my remarks are to do more than merely echo those who have preceded me.

I took office as Superintendent of the Boston Public Schools last September, having been appointed to the position the previous April.

From April to September, I visited major school systems across the length and breadth of this nation, spending several days in each city, conferring for countless hours with school officials, personally surveying the needs and services in each area. I know of no other educator who has had the advantage of such a view of contemporary urban education. In addition, during the past school year, it was my good fortune to complete doctoral studies at Boston University and to pursue the same at the Graduate School of Education at Harvard University. In both settings, with educators representative of the best of educational thought, men and women whose practical experiences, philosophical and sociological orientation, and balanced judgment are of the first order, I explored daily these same areas of educational needs and promising directions for meeting these needs. A final point which may heighten the significance of my testimony is the recency of my appointment as Superintendent. While this normally may offer some disadvantage, there is this great advantage: I speak from no commitment to some established policy or program or institution or individuals. I am not identified with any educational vogue, any pedagogical system, any set of gimmicks or devices to grasp the attention of the educational world or to dazzle the eyes of school boards and taxpayers. I owe no one anything but the best effort, the most honest recommendations, that are in my power. With almost twenty years of necessary and invaluable teaching experience, with extensive exposure to the best of contemporary university thought, I am beginning a career on the level of educational administration. The observations of the educational scene which I offer here today are made then with a newness, a freshness, a viewpoint which the nature of the promotional process unfortunately but understandably does not always allow a school superintendent.

What results of these observations then is pertinent to the body?

Members of the Subcommittee, if there is one single message my testimony can impress upon your minds to consider when you make your recommendations, it is that *we need your help.* We in the cities and towns throughout the country need federal dollars to fight a fight which surely is not ours alone. We are there on the scene using the resources of those cities and towns to their capacity. Those resources are not enough. The resources of the federal government must be brougt to bear.

The one consistent ray of hope cited in all educational quarters throughout the land is the long-awaited impact of federal aid. This impact is felt not only in the results of the programs but also in the encouragement that parents and teachers feel when they see that they are not alone in their struggles, that the federal government sees its roll in local education as a just obligation and commits itself to a realization of that obligation.

There have been problems in starting these programs, to be sure. There has been lost motion, perhaps wasted effort, as this new kind of federal-state-local partnership has been getting its bearings and coordinating various interests, but much of this to-be-expected difficulty has been overcome. The dividends for the investments of the last several years are just beginning to appear. Measureable results are now being attained. Even greater returns on investment can now be expected. *Now is not the time to withdraw.*

Indeed, a corollary to the acceptance and success of this concept is what amounts now to a *dependence* by individual communities upon federal educational aid. In another, perhaps more ideal, age of self-reliance, such a dependence might be distasteful, but this is not an ideal age. This is a practical age in which the real needs of urban communities can be effectively met only through the resources of the federal government. Again, I say, the government has recognized this responsibility and accepted it as just and proper.

In this general framework then, let me turn to some specifics of the City of Boston to illustrate the effectiveness of federal aid, to show how necessary is its continuance, to suggest how much more can be done.

In the past fiscal year, educational aid to Boston from all federal sources totaled $10,588,411, excluding Department of Agriculture funds for various forms of school lunch assistance (Appendix 1). This represents a full 10 of our total school budget. The Boston School Department has been operating with substantially the same amount of federal funds for several years now, long enough to have established programs which have been accepted as integral components by children, parents, and teachers. Any reduction in these programs would be rightly viewed as an abdication of the United States government's obligation to afford economically deprived children every educational advantage!

The City of Boston, practicing severe austerity in all department, cannot possibly assume the costs of these meaningful programs. The property tax rate in Boston now is very close to $200 per thousand. There operates here a paradox which may be peculiar to our city. That is, features which are the glories of Boston bear with them a stifling liability. World-renowed as a medical, educational, and cultural center, the city is continually subject to encroachment upon its limited property base by more and more of the necessary but tax-free facilities for hospitals, schools, museums, churches, historical sites, etc. At present, some 54% of real property in Boston is tax-free! These facilities are, of course, most desirable, but what a burden falls thus on the available tax base and the property owners who must pay this tax.

Let me cite just one example of the impact of the austerity program in the School Department. Within the past 18 months, we have opened eight magnificent new elementary schools. These are truly beautiful facilities, offering the latest and best in educational equipment and materials. Six of these eight new schools have a gymasium, a swimming pool, special rooms and equipment for art, music, and science. It is sad to relate that the gyms lie idle, the water in the pools is undisturbed, the art, music, and science facilities are unoccupied. Why? *Boston has no money to hire the teachers needed for these programs.*

The largest single source of federal aid to the Boston schools is Title I ESEA of 1965 (89—10) as amended. This amounts currently to $6,184,079 (Appendix 2). Details of this program may be found in supporting material provided to each member of the Subcommittee (Appendix 3). Suffice to say here that these funds support almost 800 teachers and aides, whose elimination would cause irreparable educational and sociological damage.

Boston's largest Title I project, known as the Elementary Enrichment Project, under present funding levels is servicing barely *one-third of the children eleigible for these services!* The evaluative summary appended to this statement evidences that pupils serviced by our Title I project are maintaining month-by-month achievement growth with national norms (Appendix 4). This may not seem remarkable until contrasted with national norms for similarly disadvantaged youth. This statistic then becomes significant indeed. This effort, we must remember, is merely stemming the tide of years, decades, even generations of neglect,—but we are seeing progress. Can anyone countenance aborting such a program now? Are we not justified in thinking only of expanding it to full effectiveness?

May I call you attention next to our Title I project known as the Model Demonstration Subsystem (Appendix 3, pp. 30–38). A pilot enterprise when introduced as an urban laboratory system-within-a-system, a K-12 program housed in three buildings, it has won national attention. Particularly noteworthy has been its success as a "magnet" for integration of inner-city schools, two buildings being evenly balanced and one reversing the national trend by increasing white enrollment each year in a previously all-black school. The evaluative evidence here is that, in addition to sociological and affective advances, pupils are achieving academically at a rate that increases in direct proportion to length of time in the program (Appendix 4).

A third Title I project has also won national acclaim for its outstanding success in reaching potential dropouts and transforming them into high school graduates and stable members of the job force (Appendix 5. Appendix 3, pp. 39–41) Known as the Work-Study Project, it may well be unique as one federal program in which the participants return tax dollars to state and federal governments. Consider for a moment these round figures from the payroll statements of all Boston High School students in calendar year 1972:

Gross earnings	$2, 100, 000
Federal income tax deductions	210, 000
State income tax deductions	40, 000
Social security contributions	67, 000

This shows then for these recipients of federal benefits a total return to government programs of $317,000 in a single year. When we can with some assurance project that most of these students are firmly started on a lifetime of productivity, we can take satisfaction indeed. This does not even consider the intangible, personal, social, and psychic dividends of this experience,—all this from a federal input of $520,000. Surely, such a return on investment compares well with that of the most profit-conscious business enterprise. Moreover, assessment of this project shows that in maintaining month-for-month achievement levels, students have dramatically reversed past histories of poor attendance and punctuality (Appendix 4).

An element common to all Title I projects is close parental involvement in the planning and the conduct of these projects. Basic to the intent of the original legislation, the concept has been implemented in a responsible manner in Boston. Evidence submitted with this statement attests to ample parental participation in the entire Title I operation (Appendix 3, pp. 10–12). Indeed, it is my understanding that Title I parents from Boston have made a separate and independnt appearance before the Subcommittee. I feel sure their sentiments express their commitment to and enthusiastic support of the concept.

Turning to other federal programs, I can only reiterate our dependence on them as integral components of our total educational program. The progress made possible by these extends, in most cases, to only a part of the total children in need. To deny the expansion of these programs, or to withdraw support of existing activities, would cause the greatest harm.

For example, Title II—ESEA has made possible the organization and staffing of 90 libraries in elementary and junior high schools which otherwise would not have them. However, some 85 schools remain with only the limited library facilities which can be provided by city funds, aided by cake sales and teacher donations.

To cite another example, aid to federally-impacted areas (P.L. 874) represents $465,176 in the current budget of the Boston schools (Appendix 6). This input, already ratably reduced from Boston's full entitlement, is under present threat of limination or reduction. How can the city be expected to compensate for loss of such aid? And how can we ignore the thousands whom the law was designed to include, residents of federally-aided housing concentrated in the cities and needing so much more of city-funded services? Boston has some 55,000 residents in public housing and many of these are those disadvantaged children who should be the beneficiaries of federal aid. In or near these public housing units are many of our public schools. Rather than reduce support of these areas, we need more funds to accommodate properly our large numbers in public housing and their concentrated needs.

Another example of irreplaceable federal aid may be noted. Boston's share of Title III-ESEA funds for Fiscal Year 1973 amounts to $554,371. Since 1966 this source has provided Boston with over $4,000,000 in venture capital. By piloting worthwhile innovations in educational practice and by supplementing existing programs and facilities, these funds have stimulated imaginative and creative maesures which have already shown effect in ameliorating many of Bostons critical school problems.

Some of the areas in which Title III, under a general operational structure known in Boston as PACE (Projects to Advance Creativity in Education), has facilitated educational change are:

Long-range planning of school buildings and programs;
Aid to exceptional children;
Staff development and training Health care services;
Bilingual curriculum;
Comprehensive reading attack;
Teaching technology;
School-community collaboration;
Human relations; and
Radically different teaching-learning environments.

Many of these ventures have proved so valuable, so much has Boston come to rely on the pilot service, that what was introduced as a supplement has often become an essential. Thus, at the end of the three-year funding period for many programs, Boston has had to assume the full costs. Thus, federal aid is seldom an unmixed blessing. The acceptance carries with it moral and fiscal responsibilities. These we have gladly assumed to the extent possible, but it is important to note that this is one more factor bearing heavily on inner-city school departments.

And if we turn for relief to sources other than the education budget, here too anticipated economies promoise to worsen an already critical situation. The Boston School Department currently benefits from the Emergency Employment Act which authorizes federal funds directly to cities and towns. In Boston this act has supported the employment in a number of troubled inner-city schools of eighty building aides whose salaries total approximately $250,000. In additon to the necessary services which they perform, these aides, living and working in the immediate neighborhoods, have a most positive effect on school-community relations, providing a link between school and home, serving as constructive adult images for children, and helping to moderate anti-establishment inclinations. In many schools their presence has become vital to a stable and prductive school-community atmosphere. This money ends in June. What happens when these aides are discharged? We need them badly. We can't pay for them. No help can be expected from EEA. It seems one more instance of federal aid given and then taken away, only to worsen the situation by contrast. It may not seem quite fair to describe the process thus, but in the eyes of many viewers this is how it must appear.

Programs and current funding from other sources of federal aid are appended (Appendix 1). It would belabor the obvious to describe each program and the dismal effects of the loss of any of these. In all cases, the results are the same, differing only in the degree of loss and the essential area affected. The urgent point is the same: *these federally-funded programs are most effective; they are essential to maintain our progress; local funds cannot assume their costs; federal funding to maintain and expand them must be increased*

On the need for increased funding, it might be said that we have to go faster just to stand still! In this inflationary period, rising costs and higher salary levels force the inconguous situation of more dollars providing less service to fewer children! Obviously, massive increases are in order. The educational programs initiated with federal dollars provide special services to those in need. Properly administered, they constitute a sound investment on the part of the American government. To curtail this effort now would be short-sighted indeed. By doing our utmost now to break the circle of poverty for these masses of disadvantaged is to work for manifold social and economic gains in the long run. If our national leadership chooses educational economies now, these would be, in my opinion, truly *false* economies, merely passing on to those who come after us the burden and responsibility of the support of the unschooled, unskilled, jobless, and hoepless whom society might label "disadvantaged." How apt the term! To ignore these consequences is to share future generations of public charges, whether in housing, on welfare, in hospitals, or in prisons. These are the social ills brought on, at least in part, by educational neglect.

These educational programs cost money, it is true, but in terms of human lives that have been redirected, in terms of lost careers that have been saved, in terms of last chances that provide fresh opportunities, it is money well spent. This is what federal aid is all about.

Members of the Subcommittee, it is a truism to reflect that your determinations revolve around priorities. Priorities have enabled this country to dare and do the fantastic in space exploration, and to maintain a military defense which we hope will secure us from any conceivable threat. Many worthy causes are now clamoring to share in the redirection of the monies which these priorities have previously encumbered. Among the highest of our new priorities must be educational aid from that source which has the greatest resources, the federal government. I say this not merely because the need is great, not merely because local communities cannot possibly assume this additional bureon, but because each of us, in truth, has a responsibility to all, because all of us, who *are* the federal government, have an obligation to each child in every city, town, countryside, backwoods, farm, or hamlet in our great nation.

Members of the Subcommittee, I thank you for your kind attention to my remarks.

I proffer for your consideration six specific recommendations in this matter.

1. The Boston School Department endorses the proposed funding levels only as the barest minimum to allow reasonable extension of Title I services to eligible children in educational need. Present funding allows the servicing of only *one-third* of our eleigible children! The present per capita Title I expenditure in Boston is $540 per child serviced and this allows us merely to keep pace with national norms. To extend the same service to the additional 20,000 eligible and needy children would require a Title I grant to Boston of $13,500,000, just double our present grant.

This would represent an expenditure of $422 for each disadvantaged child.

2. Ideally, funds should be appropriated on a basis of several years, at least three, in order to afford continuity of planning and sufficient time in any one program for measureable results and dependable evaluation. Since the annual budget and appropriations are basic to funding levels, this recommendation may not be wholly feasible but at least the intent may be kept in mind so that whatever may aid the purpose may be implemented.

3. Idealistic, too, may be the recommendation that annual funding be effected earlier in the fiscal year. Each year, in ESEA experience, total funding is not known until mid-winter (this year, only on a continuing resolution basis), some 4–5 months after the start of the school year, so that much planning is problematical. Regardless of the possibility of ameliorating this condition, its impeding effect should be kept in mind when considering the effect of the total program.

4. An urgent recommendation and one readily effectuated by legislative direction is that eligibility of school attendance areas, once established on latest available data, maintain for a minimum of three years. The purpose of this recommendation also is to provide continuity and sufficient time for valid measure. With the constantly shifting population patterns of today's mobile society, present policy of annual revision according to changing current data forces disruption of service to needy children whose district may be eligible one year and ineligible the next. Many observers feel that Title I aid is attempting to offset the deleterious effects of decades or generations of educational and social neglect and that this cannot be done appreciably in any one year.

5. It is recommended that a portion of Title I money, approximately 15%, be available for local research and development projects calculated to benefit disadvantaged children but not subject to the general Title I restrictions. Educators are agreed that new and better ways must be tried to meet the needs of the disadvantaged and that to explore for effective innovation is justifiable in view of wide applications which may be anticipated. Let me stress that the concern here is for a developmental capability at the *local level*. We in the public schools are just now attaining a degree of sophistication to make decisions on quality programs, what may work, what will work, what will not work, from actual classroom experience. A superintendent, with the responsibility to find effective programs for his classrooms, should have the capability to institute these programs. To cut local schools out of this developmental and decision-making process now would seem inefficient and wasteful.

6. Similarly, state or local educational agencies should be given some latitude in approving projects and insuring comparability so as not to discourage innovation.

These recommendations are offered for the thoughtful consideration of the Subcommittee. The kind attention of each member is greatly appreciated.

STATEMENT OF PAUL R. TIERNEY, CHAIRMAN OF THE BOSTON SCHOOL COMMITTEE, CITY OF BOSTON, MASS.

Mr. Chairman and Members of the Committee: I am Paul R. Tierney, Chairman of the School Committee, City of Boston, Massachusetts. I am pleased to present this testimony and hope it will assist your Committee in reaching a satisfactory solution to the problem of funding the Elementary and Secondary Education Act of 1965 (ESEA) as well as other federal programs.

May I initially express appreciation on behalf of the thousands of disadvantaged children of Boston whose lives have been affected in a very positive way since the inception of this program in 1965. Without these supportive services, the quality of their education would not have been as rewarding or productive.

Boston is a unique City, rich in tradition and recognized as the center of learning in America. We have more colleges, universities, and hospitals than any City of comparable size in this Country. However, this creates a problem! It shrinks the tax base so that 52% of our property is tax free and the assessed tax is almost $200 per thousand. This situation has naturally compounded the problems confronting the other Great Cities across this land. The middle-income class are fleeing to the suburbs, and the number of disadvantaged is increasing. The poor have no place to go but to the cities.

In addition to these facts, the Boston School Committee does not have fiscal autonomy. We must depend on the Mayor for a necessary appropriation to operate the schools, and we are in disagreement as usual. We have submitted a budget for $188 million, and the Mayor has only appropriated $177 million. How we can operate and extend the necessary services to our children is a mystery.

Consequently, we must look to the Federal government. The far-sighted proponents of the legislation which we are discussing today should be commended. Without these services, quality education such as we provide would be lacking. The Elementary and Secondary Act of 1965 has made it possible to attack head-on the obstacles that confront the educationally and economically deprived child. The poor child in the inner city must continue to receive these supportive services. It is my hope that rather than curtail categorical aid, the Federal government will increase it substantially for here is where we can win the economic and social battles that plague the disadvantaged and the poor.

It is my recommendation that services NOW provided to certain economically disadvantaged children, be extended to include all children who are in educational need.

If the experience of our Mayor with General Revenue Sharing may be used as a criterion, I further strongly recommend that categorical aid be strengthened and expanded to insure the protection of all our children and citizens.

In conclusion, may I say that the expansion and continuation of The Elementary and Secondary Education Act is an absolute necessity if we are to provide quality education and equal educational opportunity for all our citizens.

Federal funds to Boston—regular school term, 1971–72, and summer school term, 1972

ESEA II—Grant funds for school library resources, textbooks, and other instructional materials	$158, 971
ESEA III—Grant fund for supplementary educational centers and services and also guidance, counseling and testing	451, 818
ESEA VII—Grant funds for bilingual education programs	117, 512
NDEA III—Matching grant funds for strengthening instruction in critical subjects	102, 883
Vocational education acts—Grants to assist in conducting and strengthening vocational education programs	243, 323
Adult basic education—Matching grant funds to encourage and expand basic education programs for adults	272, 800
Other Federal sources—Funds for elementary and secondary education from all other sources (excluding SAFA and lunch-breakfast-milk programs)	857, 431
SAFA—School assistance in federally affected areas	456, 176
Title IESEA—Grant funds for special programs for educationally deprived children	7, 918, 497
Total Federal Funds	10, 588, 411

TITLE I EXPENDITURES—PAST 3 YEARS

	School year 1970–71	Summer 1971	Fiscal year 1971 total
Enrichment	$2, 722, 110	$1, 138, 416	
Model demonstration subsystem	1, 258, 886	335, 651	
Work study	478, 708	111, 800	
Total	4, 459, 704	1, 585, 867	$6, 045, 571

	School year 1971–72	Summer 1972	Fiscal year 1972 total
Enrichment	$5, 481, 306	$1, 050, 582	
Model demonstration subsystem	1, 004, 878	310, 610	
Work study	649, 440	81, 962	
Total	7, 135, 624	1, 443, 154	$8, 578, 778

	School year 1972–73	[1] Summer 1973	Fiscal year 1973 [2] total
Enrichment	$4, 797, 108		
Model demonstration subsystem	866, 761		
Work study	520, 210		
Total	6, 184, 079		

[1] Unknown at this time-basic grant not yet known.
[2] Unknown at this time.

Project period	Pupils serviced	Expenditures	Cost per pupil
School year 1970–71	6, 629	$4, 459, 704	$673
School year 1971–72	12, 846	7, 135, 624	555
School year 1972–73	12, 032	6, 184, 079	514

TITLE I.—BUDGET—STUDENTS SERVICED

Program	Students		Budget
	Public	Parochial	
School Year [1] 1972–73:			
Enrichment	8, 358	2, 184	$4, 797, 108
Model demonstration subsystem	890		866, 761
Work study	600		520, 210
Total	9, 848	2, 184	6, 184, 079
Summer—1972: [2]			
Enrichment	5, 160	1, 230	1, 050, 582
Model demonstration subsystem	300		3, 0, 610
Work study	600		81, 154
Total	6, 060	1, 230	1, 443, 154

[1] Fiscal 1973.
[2] Fiscal 1972.

BOSTON PUBLIC SCHOOLS DEPARTMENT OF TITLE I PROGRAMS

SUMMARY EVALUATION STATEMENT

Elementary Enrichment Program

Three different modes of evaluation were utilized in the evaluation of the 1971–72 Boston Title I Elementary Enrichment Project.

Implementation evaluation was directed at the identifiable operational plans for the Reading and Arithmetic Programs in an effort to supply Title I staff with timely information which would support decisions for any necessary program change. Progress evaluation, through the use of customized criterion-referenced tests in reading and arithmetic, sought to determine the degree to which Title I students attained specific, measurable behavioral objectives in each program. Outcome evaluation looked at the results of pre- and posttesting with a standardized test of academic achievement in relation to the general objective of each program: the attainment of an achievement growth rate, in grade equivalent units, equal to the number of months between pretesting and posttesting.

The Criterion-referenced Reading Test (CRRT) and the Criterion-referenced Mathematics Test (CRMT) were customized instruments developed to measure attainment of the stated behavioral objectives of the Title I Reading Program and Arithmetic Program.

The best single indicator of program success in the attainment of stated behavioral objectives is the number of measured objectives which were mastered by a relatively high percentage of all Title I students. In reading, 20 objectives in total were measured on four levels (A–D) of the Criterion-referenced Reading Test; 17 of those 20 objectives were mastered by over 80% of the students tested; 19 by more than 70% of the students tested. In arithmetic, 24 objectives in total were measured on four levels (A–D) of the Criterion-referenced Mathematics Test; 13 of the 24 objectives were mastered by more than 80 of the students tested; 17 by more than 70% of the students tested.

The program objective in both reading and arithmetic was to attain one month's growth in mean achievement, measured in grade equivalent units, for each month between pretesting and posttesting with a standardized achievement test. This objective did represent an expectation for improvement due to the Title I program, since Title I students in the past have not attained an achievement growth rate to match the norm change. Assessment of achievement was made by pre-post testing with the *California Achievement Tests, 1970 Edition, (CAT–70);* Form A was used in the pretest; Form B in the posttest. Parochial students were not tested with the CAT–70.

The data on the number of schools showing gain, no change, or loss in deviation from grade level indicated that the program objective was met or surpassed by Grade 2 students in Reading Vocabulary and Mathematics Computation, and by Grade 6 students in Reading Vocabulary.

Analysis of data which included scores of all students who took the pretest and all students who took the posttest ("all case data") showed that the growth objective was also met or surpassed by students in Grade 3 in Reading Comprehension and in Mathematics Computation.

Limited matched case data indicated that the program growth objectives were met in the same grades and subtests as the all case data as well as in Reading Comprehension at Grades 2, 4, and 6. None of the data sources indicate that the growth objectives were met by students in Grade 5.

One particular caution must be observed when interpreting these results. The regression effect, which is common in the measurement of subjects at the ends of the normal distribution, is probably a contributing factor in the obtained growth rates shown by the increase in mean grade equivalent from pretest to posttest.

Assessment of the achievement growth objectives were analyzed from three perspectives—each relative to whether the objective was met or surpassed on a given subtest by the students in a certain grade. The criterion for meeting the growth objective—that is, program success—was that the *difference* between the mean grade equivalent on the pretest and on the posttest be *equal to or greater than* the number of calendar months between pretesting and posttesting. Since Grade 1 students were not pretested, assessment of the achievement growth objective was restricted to Grades 2 through 6 on each of the three subtests—Reading Vocabulary, Reading Comprehension, and Mathematics Computation. Thus, on the five different grades and three subtests it was possible to identify 15 instances (by grade and subtest combinations) in which the achievement growth objective was or was not attained.

Looking at the number of schools in which the achievement growth objective was met by the students in each grade on any of these subtests, it was found that a majority of the schools met or exceeded the objective in three instances: Grade 2, Reading Vocabulary; Grade 2, Mathematics Computation; Grade 6, Reading Vocabulary.

Analysis of matched case data indicated that the achievement growth objective was met in eight instances:

1. Grade 2: Reading Vocabulary
2. Grade 2: Reading Comprehension
3. Grade 2: Mathematics Computation
4. Grade 3: Reading Comprehension
5. Grade 3: Mathematics Computation
6. Grade 4: Reading Comprehension
7. Grade 6: Reading Vocabulary
8. Grade 6: Reading Comprehension

The Elementary Enrichment Program includes an English as a Second Language component. On the basis of an analysis of pre and post ratings, as well as questionnaire and case history study results, the evaluators concluded that the program had successfully achieved its basic objective, i.e. improvement of pupils' ability to speak and understand English. ESL pupils made satisfactory gains in their performance in regular classroom in academic subjects, as revealed by an examination of pupil grades, post ratings in language arts, skills, and questionnaire and case history study results. However, the program's most conspicuous achievement was in the improvement in pupils' oral-aural ability. With respects to the program's overall impact on the schools and communities, the evaluators believe that the program did have, and certainly will have in the future, a substantial and beneficial impact on the participating schools and peripheral communities.

The Model Demonstration Subsystem

The nature of the Model Demonstration Subsystem, a totally experimental program, extending from Early Childhood through Senior High School, has not been conducive to finite periodic research conclusions, as measured by traditional evaluative devices. Research and evaluation in academic areas have been conducted on all levels in a time-series project design, however, which has yielded a series of standardized pre and post test measures.

In addition, in order to address the different goals of the program, baseline attitudinal and sociometric instruments were designed and administered. The nature of the experimental program demands that there be supplementary research instruments and procedures, and, despite budgetary limitations, two have been developed; one, a test in logical thinking for all grade levels; and two, a classroom observational device which may yield pertinent information concerning the dynamics of the learning process.

In order to assess changes in the academic performance levels of the elementary pupils in the William M. Trotter School, an analysis was completed of the Stanford Achievement Test scores given at the beginning and end of each year for the first two years of the program (1969–1970, 1970–1971). Subtests included Word Meaning, Paragraph Meaning, Language, and Arithmetic Computation. The children who were studied included those who entered in September, 1969, in the second, third, and fourth grades, and continued the following year in the third, fourth, and fifth grades. Every student in the group had a record of the four test administration scores, so a continuous record of achievement change is noted over a two-year period.

In September, 1969, at the beginning of the program, all three groups scored below the national average on all tests. This deficiency ranged from the trivial amount of one month for second-graders on Paragraph Meaning, statistically speaking not a real difference, to a rather serious gap of one year behind the norm for fourth graders on Language. Typically, the gap between entering Trotter pupils and national norms increased with the grade, such that fourth graders were further behind than third graders, and so on.

By the end of the second year, some interesting discrepancies in this pattern had begun to appear. It will help us in looking at the scores to separate the tests of Word Meaning and Paragraph Meaning from the others. These two tests are frequently used as measures of reading skills. Results on these tests, then, are important evidence concerning the success of the Trotter School in dealing with that critical problem of urban schools, severe and increasing reading deficiencies.

We find that on the reading skills there is very little change during the first year. If anything, the pupils show a tendency to fall slightly farther behind the norm. In the second year, however, their scores show a dramatic improvement. This increase is most marked on the Word Meaning test. The two groups entering in 1969 as third and fourth graders showed evidence in the year 1970–71 of learning more than two year's worth of the skill measured by that test. That is to say, while the norm would be to increase scores by one year's worth across the year, the Trotter pupils increased at better than twice that rate. This is the more impressive in that they had previously been falling increasingly behind.

On the test of Paragraph Meaning, all three groups learned at a rate of between three and five months better than the norm. While less dramatic than on the other test, these results are equally important in demonstrating a significant reversal of the previous negative trend in the learning of reading skills. It will be important to see if this effect continues in subsequent years.

On the tests of language and arithmetic skills, the results were different. The group entering in grade three showed a slight tendency to improve, compared to the national norm, during the first year, but they fell back during the second year. The group entering in grade four showed more serious deficiencies, in that compared to the norm they were almost twice as far behind after two years.

Since the goals of the Trotter program emphasize both reading and numerical skills, it is unlikely that the discrepancy noted is due to curriculum emphasis. It is suggested that the open classroom approach to school being tried out at the Trotter may account for some of the differences between the two sets of test results. The tests of Language emphasizing rote-like skills such as capitalization, grammar, and punctuation, and of Arithmetic Computation may not deal directly with what the pupils are being taught concerning language and arithmetic. The tests of reading skills, however, are more likely to be related to the kinds of thinking and performance aimed at in the Trotter program. In other words, the negative findings on two of the tests may very well tell us that the tests used by the school are inappropriate and not that the school's program is inadequate.

Attitude data were collected by questionnaire in the spring of 1970. It was intended to establish a baseline of information for comparisons after the school had been in operation for a few years. The most notable finding is that most pupils like and are satisfied with the Trotter program. For the younger pupils, this favorable attitude embraces the areas of learning, teachers, and the school environment. This is less true for the older pupils, in particular the sixth graders, who have spent most of their school years in other more traditional schools. The younger pupils did show a greater awareness of interpersonal tension, but, by contrast, the sixth graders, who are more negative in their other attitudes, took an opposite position on those items.

A sociometric questionnaire was administered to determine whether children from within and without the district tended to select predominantly within their mutual groups, or if these group lines did exist. No clear and single direction of choice was shown. The pilot study, therefore, has not provided conclusive evidence concerning the school's goal of breaking down artificial groupings. It is, however, not unrealistic to expect that further research may yield more substantial evidence.

Positive effects of the program are evident in the volunteer student-teacher population and in the high degree of community and parental support.

During the school year 1971–1972, the strengths of the elementary program continued in the areas of Reading Vocabulary and the conceptual skills in mathematical reasoning. The weakest area noted is in Arithmetic Computation and Reading Comprehension. The middle school component reveals continued severe cumulative deficiencies ranging from two to three grades below the expected score in Reading, Language, and Mathematics.

Deficiencies also prevail in the high school sector, but the learning in certain areas has shown increased rate of growth. Grade twelve achievement in Mathematics ranks highest, 10.4; Language Arts lowest, 9.5; and Reading, 10.2; all scores located two or more years below the national norm.

The evaluation indicated that Subsystem schools operated successfully during the 1971–72 academic year.

The students' academic skills were fairly well developed, although they reached the criterion of a mean gain of six months on the grade equivalency scale of standardized achievement tests in only five of the eleven grades, 2–12, that were tested in both fall and spring. The students achieved greater mean gains in Mathematics than in Reading in most of the grades. The evaluation included a judgment of overall improvement upon teachers' ratings and performance objective results, as well as upon the standardized test scores.

Favorable changes in self-images, self-confidence, and attitudes toward school, teachers, and peers were expected in a majority of the pupils as a result of their participation in the program. This was accomplished, according to both teachers' ratings and the questionnaire responses of students in each of the three schools. Improvement in children's attitudes was also indicated by parents' questionnaire replies.

At all three schools, students reached or exceeded the evaluation criterion for average daily attendance 85%. This was achieved in every month of the school year. The pupil mobility rate was lower than that usually found in inner-city schools. Except for the first month at the high school, when the rate was 44% because of the increase in the enrollment, mobility ranged from zero to 6% a month. The ethnic composition of the student body fairly reflected the guideline specifications for the Demonstration Subsystem. Teacher turnover was minimal.

The longitudinal research and evaluation procedures cited have been interrupted by the regulation of the State Department of Education which excludes from the Title I treatment students other than those who have been identified as the most educationally disadvantaged. The conceived long-range design has, therefore, been discontinued.

Boston High School Work-Study Program

The Boston High School Work-Study Program basically met its objectives during the school year. The administrative staff had planned the program well, class sizes were appropriate, and the majority of teachers were good choices on the bases of both competence and attitude. The mean grade equivalent gain scores of the students on the total battery of the *California Achievement Tests* were: Grade 9, nine months; Grade 10, six months; Grade 11, five months; and Grade 12, two months.

In regard to the attainment of the project's stated objectives during the school year, the conclusions of the evaluators are as follows:

The first goal, improved attendance and punctuality, was largely met, especially with respect to regular attendance. Decreased absences and the steady enrollment figure indicated the program's success in reducing the dropout rate. This last factor also demonstrated the strength of the school's holding power, which was the concern of the second objective. Attainment of the third objective, identifying potential dropouts, was evidenced by the fact that a majority of the students admitted were potential dropouts. Through teaching and supervising these students in both classroom and work situations, teacher-coordinators, with the help of counseling job-coordinators, were able to identify and help students who were having difficulty either in school or on the job. The success of special counseling and programming for these students was indicated by the attendance data.

The objective of improving academic achievement in reading and mathematics was also essentially met, the evaluators concluded. They based this opinion on the students' scores on the *California Achievement Tests*, performance objective test scores, and the statements of teachers and some of the students. Although test score gains were not outstanding and some groups showed no gain, the results were considerably better than might be expected for these youngsters who had records of school difficulties. Post-test results indicate continuance of serious academic deficiencies generally from three to four years below national grade level norms, but pupil achievement exhibited, in grades nine and ten, a growth of over one month for each month of treatment.

Observation and interview findings yielded clear evidence that the program of remedical reading instruction had reached into each subject area. Remedial instruction in English usage and mathematics received less emphasis than did reading, but it also seemed to have had a positive effect in improving academic skills and in reducing the number of potential or actual dropouts.

Some shortcomings were noted, however, especially in developing the students' competencies to meet specific occupational requirements and in relating employment training and skills to relevant academic subject matter. The immediate application of student interest and abilities to actual job situations, an implied objective of the program, was not achieved for many students except those in the commercial program because jobs in the other interest areas were not available.

With few exceptions, the employers were well satisfied with the performance of the Work-Study youths. Some managers were enthusiastic about the program and what it did for the teenagers enrolled in it. Some told of giving promotions or offering them permanent employment. A small minority of employers were critical, but the predominant reaction was one of good will toward the program.

In the opinion of the evaluators, this program made major contributions and has great potential. It was handicapped to some extent by insecurity regarding funds, however, and it suffered from a lack of widespread knowledge and understanding of its goals, procedures, and possibilities. It also appeared to be hampered because of its departure from the traditional educational program in the city. Its major internal limitations appeared to be related to the need for improved methodology in instruction and for additional occupation-related instructional content and materials. These limitations were counteracted to a considerable extent by the unifying leadership of the administration and the sincerity of purpose of the large majority of the teaching staff.

U.S. PUBLIC LAW 874

Year	Eligible	Rate	Payment
1965–66	Oct. 31, 1965—3130—Apr. 30, 1966—3065 (local contribution rate—443.81)	$473.30	$630,435.00
1966–67	Oct. 31, 1966—3843—Apr. 30, 1967—3815 (local contribution rate—457.50)	472.72	738,353.00
1967–68	Oct. 31, 1967—3664—Apr. 30, 1968—3780 (local contribution rate—483.16)	521.35	806,789.00
1968–69	Oct. 31, 1968—3691—(1 survey for year) (local contribution rate—358.70)	410.60	642,999.00
1969–70	Oct. 31, 1969—3041 (1 survey for year) (local contribution—486.43)	534.23	686,752.67
1970–71	Oct. 30, 1970—2612 (1 survey for year) (local contribution rate—552.25)	557.05	611,072.99
1971–72	Oct. 29, 1971—2080 (1 survey for year) (local contribution rate—589.25)	633.22	635,752.88
	Total		4,745,152.54

Note.—(Public housing reported pending money appropriation) (total—3a (142) 3c (5324).

Because entitlements under P.L. 874 in its present form have not been fully funded, the financial resources of the Boston Public Schools and of other large urban school systems have been severely burdened in meeting the increasing needs of disadvantaged children, particularly the needs of those concentrated in federally assisted low-cost public housing.

Boston's entitlements under P.L. 874 averaged $680,000 through FY 1972. As a result of pro-rating, entitlements during the past three years have substantially reduced the funds received. For example, for FY 1973 Boston's entitlement has been reduced to less than $200,000 under the terms of a "continuing resolution."

For FY 1973 Boston has reported as eligible 116 "A" pupils and 1963 "B" pupils (exclusive of those living in federally assisted low-cost public housing). Yet under the terms of the "continuing resolution" Boston may claim only 116 "A" pupils and 313 "B" pupils who are children of members of the armed services, to be funded at less than 100%. For 1380 eligible "B" pupils for whom funds were appropriated by the Congress and for whom Boston should receive $480,000, if fully funded, Boston will receive no funds.

In addition, no financial assistance is received to relieve the severe burden placed on Boston's financial resources to meet the increasing needs of the large number of disadvantaged children who live in federally assisted low-cost public housing. Approximately 18,000 Boston public school children are in this category.

By retaining the present law under which children living in federally assisted low-cost public housing are eligible pupils and by providing full funding for them, Congress would provide much-needed and substantial federal financial assistanc to the Boston Public School Department and to other large urban school systems.

In brief, we strongly favor the retention and full funding of P.L. 874 in its present form, which permits applicant cities and towns to claim pupils living in federally assisted public housing. Under this law, at present rates Boston could receive more than four million dollars each year to provide substantial federal assistance in meeting the needs of these children.

If, however, the Congress accepts Section 208 of H.R. 69 as proposed and restores P.L. 874 as it was prior to the amendments made by the Act of April 13, 1970 (P.L. 91-230), with full funding, Boston would receive the much lower and inadequate amount of approximately $650,000.

Chairman **Perkins**. That is a great statement, Dr. Leary. You have testified that title I has brought participating children up to the average rate of achievement. If we go to special revenue sharing, which will remove much of the emphasis on the disadvantaged, do you believe that these gains will be imperiled?

Dr. **Leary**. Mr. Chairman, I have tried to study as much as I can on special revenue sharing and it is really my belief that the progress that we have made under the present title I act is the road that we should travel. I think this is the way that we have moved in the past and I think it has been very successful, even though the measuring units that we have used to determine the progress is just beginning to develop.

I really have serious questions about revenue sharing. It has been untried. That isn't to say I am afraid of something that is new, but it is just when you have something that seems to be working, I really don't like to see it discarded in what I would call midstream. I think the success we have had and will continue to have in Boston under title I is the road that we should travel.

Chairman **Perkins**. Dr. Leary, just for background information, what has been your training and experience in the area of education and particularly the number of years you have been associated with the city school systems?

Dr. **Leary**. Mr. Chairman, I was born and brought up in the city of Boston and with the exception of 2 years in the U.S. Army, I have lived in Boston all of my life. I have been a teacher in the city school system for approximately 15 to 20 years in various capacities at the elementary school level, at junior high school level and at senior high school level. In addition, in Boston I was the director of curriculum in the public schools.

So I feel I have a solid practical background in school activity. As for the theoretical activity, I have just recently, after 5 rather laborious years of study, attained a doctor's degree from Boston University. I expect in June this year to receive a second doctorate from Harvard Graduate School of Education.

I feel with the practical experience I have had as well as theoretical background, I have been exposed to scholars in the education schools at Boston University and Harvard for the past year.

Chairman **Perkins**. I asked that background question because I personally feel you are a great, dedicated superintendent of schools, solely interested in the welfare of your children.

Dr. **Leary**. Yes, sir.

Chairman **Perkins**. And from your experience and observations are you satisfied with the gains that we have made under title I up to the present time?

Dr. **Leary**. Yes, sir; I am. That is not to say that I don't think we can make further gains because I am sure we can, but I feel up to now we are beginning to make progress under title I. I can see it in the Boston schools. I can see it in our model demonstration subsystem. I can see it in the success that some of our young people are now having beyond school age, that is, some of them have gone into the world of work. Some have gone on to colleges and universities.

But I do believe substantial progress has been made up to the present time under title I, Mr. Chairman.

Chairman **Perkins**. The House Committee on Education and Labor has made a study for the last 5 years of title I. And we personally can see more gains from the late surveys and studies that we have made in the last 2 years than we could see in previous years, because it appears that in the early days much of the money was spread across the board too thin and there was no concentration on subjects like math and reading which more or less has taken place in title I programs throughout the country today.

As you look back and see these evaluation reports that have been made through the department studies and the expenditure of public funds, how much credence do you place in some of those studies that say that we have never achieved or obtained any results from title I?

Dr. **Leary**. I believe that we have much to be proud about in title I, particularly in recent years. I can understand why in the earlier years that there was some difficulty in measuring the results because it was for the first time that the State, the Federal and the local governments were working together and they had to learn how to work together and this takes time. It also takes time for people who are organizing title I programs to get their programs together as we say in the modern jargon today, that is, to find out which direction we should go in.

I think with the emphasis on basic fundamentals that you have talked about, reading and math, we have now reached two areas which are measureable and I think we are beginning to determine the progress we have made, particularly in the last 2 years.

I think that this is just the wrong time, if any consideration is being given to interrupting title I, this is the wrong time to do it. We are just beginning to see the light at the end of the tunnel and I think this is the progress that I would like to talk about, what has happened most recently. The results Mr. Coughlin has shown me indicates we are making progress in title I and that it is measureable.

Chairman **Perkins**. You have also urged an amendment to title I which would give a guarantee of 3 years to eligible areas. Could you elaborate on that and how often have you changed these areas?

Dr. **Leary**. The reason I am advocating a 3-year period of time is that we find that sometimes as we evaluate an area, we realize the mobility of our society in the cities today, that we sometimes begin to pull out a title I program just as it is beginning to work in the area because of the mobility of the society. So we would like to develop our own programs for a 3-year period is the city of Boston, because we feel, as any superintendent or any local educator does, that he knows what is going on in his areas perhaps better than anywhere else.

So if we had a 3-year time period, we really feel we could see through a program from beginning to end rather than interrupt it at the middle because what we found in Boston this year is that due to mobility, we had to change the program in 21 schools. We had to take it out of 21 schools. Of course, the parents were very upset by this and the children were very upset by this.

We feel that during a 3-year period of time we will be much better able to develop and to deliver those services to the children and to the community that we feel are necessary.

Chairman **Perkins**. When was the last time you had to change the areas?

Dr. **Leary**. That would be just this year in September, Mr. Chairman.

Chairman **Perkins**. And the time before that?

Dr. **Leary**. 1969, Mr. Chairman.

Chairman **Perkins**. Almost 5 years.

Dr. **Leary**. So we believe a 3-year period is a much more viable one for us.

Chairman **Perkins**. From the standpoint of obtaining the maximum achievement results?

Dr. **Leary**. Yes, sir.

Chairman **Perkins**. Mr. Lehman.

Mr. **Lehman**. I wanted to ask you a question regarding certain schools in your area that have been desegregated and are not totally index schools or target schools, but have basically some hardcore poverty children as well as some not so poor children. Some of these schools are no longer eligible for title I programs in our own district of Dade County and we are having problems. Some of these youngsters were entitled before they were desegregated.

Do you have the same situation in the Boston school system where you have a mixed package of kids that are deprived and also kids that are not deprived and then, because they happen to go to school in an area that cannot be qualified as a target school are not able to obtain title I programs?

Dr. **Leary**. Yes, Mr. Lehman, we do. As a matter of fact, unfortunately, in one of our schools we have a situation that you are talking about almost exactly where at the present time we might have a class of 30 youngsters and under the particular guidelines under which we are now operating, we might have to take 10 of those youngsters out of the class to give them title I benefits to which they are entitled and the other 20 students in the class don't get them. This is a very unfortunate situation because it is starting to split the school because we have to be so careful as to who is getting the services and who are entitled to them and who are not.

Mr. **Lehman**. Would you write me a couple of paragraphs on the problem and what you think we could do at this level to make it more flexible and adjustable to the need of the kids?

Dr. **Leary**. I certainly will, Mr Lehman. You will receive that information.

Mr. **Lehman**. I am filling a vacancy on this committee that was created by one of your ex-school board members and, if you happen to see her, tell her I am enjoying the job very much.

Chairman **Perkins**. Mr. Tierney, do you want to make a statement?

Mr. **Tierney**. Very briefly, Mr. Chairman and members, I believe our superintendent has spoken most eloquently.

My name is Paul Tierney, present chairman of the Boston School Committee. I support 100 percent the position of our superintendent, Dr. William Leary. I believe he has spoken to you most eloquently of the position of the Boston school system. I would merely emphasize that we feel the absolute necessity of continued Federal assistance to our disadvantaged youth, and it is my personal feeling that the continued Federal assistance should come to us in the form of title I as it is presently constituted.

It is my fear that if this is changed and Federal assistance were to come to our educationally disadvantaged in the form of special grants of revenue sharing that are not earmarked for the disadvantaged, that the great danger here would be that this money would then become fair game for collective bargaining in terms of wages and working conditions.

I believe this is the primary responsibility of the local boards of education and not the Federal Government. I would like to see the money, the Federal assistance earmarked specifically for our educationally disadvantaged.

Chairman **Perkins**. That is a good statement. Thank you very much.

Any questions, Mr. Forsythe?

Mr. **Forsythe**. Thank you, Mr. Chairman. I am sorry that I was not here to get the full impact of your testimony, but there is one area that I would like to have your comments on and this is in the distribution of title I funds in which we are now using entirely an economic formula for the State allocation. There is Mr. Quie's proposal to move to an area of trying to use the same type of formula for allocation that we ultimately are trying to reach when we get to the school level of impact on those who are educationally deprived.

I am wondering if you would have some comments in this area.

Dr. **Leary**. Mr. Forsythe, I believe that the Federal Government should assist everyone in any way in education. That is the point I am primarily coming across with, whether they be urban, suburban, rural or whatever. The formula in the past that has been used basically is an economic one and, as I understand, my very brief understanding of Mr. Quie's proposal is that there would be a combination of this with some help for the educationally deprived as well as the economically deprived.

My major concern is that we find in the city and in our cities in this country a great number of educationally deprived as well as economically deprived, that is, they fall into both categories and these are the young people that I am most interested in helping, and I find that I am sure, for instance, in some of the more affluent suburban communities in this country we certainly do have educationally deprived children, but those cities and towns may be able, I say "may be able" to better afford to support the educationally deprived.

Mr. **Forsythe**. But isn't the whole intent behind title I, despite the economic problems which other programs certainly must respond to, to try and reach this educational problem alone and, as I understand it, there are figures that seem to show that economic allocations really don't get to the educationally deprived and that this is the concern.

You mentioned that there are communities with greater resources who have this, but there are students scattered throughout that do not meet the allocation formula but are educationally deprived. This philosophy of moving to a sampling of the educational level as being the way we allocate this seems to have certainly a new impact and one that I would be interested in.

Is that where we should be trying to go to reach the educationally deprived?

Dr. **Leary.** As I mentioned earlier, I am interested in education of all children, particularly in the city of Boston, and I am always aware at the present time in Boston we are only reaching one-third of those who are eligible under present funding conditions for assistance, so I would certainly be happy to see any program which will increase Federal funding so that I may reach all of the children in my particular city who are considered either economically or educationally deprived.

Mr. **Forsythe.** Well, I think I agree that the problem of general aid across the board in terms of the local problem of funding education, which is going to be certainly immeasurably complicated by the suits now moving through the courts for equal educational funding, are another chapter.

Here we are dealing with this one specific one on how do we reach the disadvantaged educationally, and it seems to me we are not doing it in the best way under the existing formula that are solely based so far as State allocation on economic deprivation where our target when you get to the schools is a different matter. That is my concern in your response to this area.

Another area, and having quickly tried to look at some of the testimony here, for instance, in title III funding in which you express a concern that now Boston is having to assume the total load, well, as I understand title III, this was the way the game was, that it was for planning and so forth and not a continuing funding program.

How do you say then that you have got a problem if you have to assume full costs when this presumably was the your grant application read and how you got into it?

Dr. **Leary.** I would say in response to that, Mr. Forsythe, that the tradition in this country has been for development of people to be able to pull themselves together as soom as possible to take over projects, but we find in our cities today that indeed we are faced with a crisis of funding. I think I explained perhaps before you arrived, sir, that in the city of Boston 52 percent of the property is no longer taxable due to the fact that we have hospitals, churches, over 12 to 18 universities, colleges and junior colleges, et cetera, so that the people in the city of Boston are now faced with a burden of approximately carrying all of these services the city must provide to a tune of 48 percent paying taxes. I happen to be one of them and it hurts.

So I would say that originally when the title III concept was developed that that was the understanding, but economic reasons being what they are today and facing the problem of a number of people fleeing the cities for the suburbs, we find that the cities increasingly are developing a population of people who are or could be considered at or near the poverty line and they have become reliant upon assistance from the Federal Government to help them then make the progressive step from receiving an education to stepping up into a position where they can get a job where we again can build up an affluent middle-class society in the cities.

So I would say one is not related to the other. It is a truism that to get a good job you should get a good education and I think that people who are at the poverty line in this country traditionally have felt that the public school system was a way to do this. Yet we find in our cities today many, many more people at a poverty level with the cities being forced to provide services which they really cannot afford to provide financially.

So we must turn for assistance to the Federal Government in order to revive productive educational people who will once again build up the cities. I do not think it is an impossible task. I think it is a possible one. So I really don't see any contradiction here.

All I am saying is that I think originally the Federal Government was going to end the assistance at the end of 3 years. What I am saying is that cities can no longer afford to do that, that we must continue assistance until cities can once again afford to do that.

Mr. **Forsythe.** Really then, shouldn't we in this kind of an area be more concerned about a general aid to education that relates to the economic ability of the city as compared to an affluent suburb rather than perhaps a special program that in some way may lead you into areas that do become difficult where it is really the basic support for your education in a community that financially has great difficulty to do it?

This I recognize and believe, even though I do not have such a problem in my district, my history at the state legislature went along this way. In New Jersey we do have great problems in our cities as we do all over the country. I recognize there has got to be a way to support that kind of a problem.

Thank you very much. Thank you, Mr. Chairman.

Chairman **Perkins.** Dr. Leary, what the gentleman was trying to get you to say, taking the same amount of funds, say a billion and a half expenditure for title I, if you would reach a greater number of children scattered throughout the country and at different economic levels if we went to a test score basis in the allocation of those funds to the various States of the country.

How do you view the proposal to allocate the funds on a test score basis? I know you have your able assistant administrator of title I here. It has been my observation that when we started out, the chief complaint was to the effect that we were scattering our money too thin over the country and not concentrating enough. It would appear to me that if we went to a test score allocation formula, that we would just go back to scattering our money real thin. Well, we never did do it, but that is what we would do here and we would not be concentrating and zeroing in on the most disadvantaged in the country. In other words, to reach all of these children it is going to take more money from the Federal level, and that is my view of the way we should proceed, to have a good authorization to take care of the whole waterfront of the disadvantaged and try to sell the Appropriations Committee on appropriating more money rather than scattering this money so thin on a test score basis.

If I am not correct, I want your comment on that and the comment of the gentleman sitting beside you, Dr. Leary.

Dr. **Leary.** I think, Mr. Chairman, that on the testing basis, we need more information on the validity and reliability of tests as opposed to combinations of education, observation and tests. I think that in the cities, the poor people who live in the cities, and that is where many of them are congregated, I might say, they are the ones that need help and they need help educationally and they need help financially.

My concern would be, of course, the interest of all of the children, almost a 100,000 children in the city of Boston for whom I am responsible. I want to see them get the best education they can so they will become productive citizens. How this is done, what concentration of funds is necessary, I think much further study is needed on this. But what I hope that I don't see happen is a diffusion, a spreading out of these funds so that there is less of an impact on the urban poor.

This is not to say that I would not like to see those educationally disadvantaged children all over this country receive help. I would agree with you, Mr. Chairman, that if the Appropriations Committee could be requested to come up with more money to assist not only those children in the city who are educationally and economically deprived, but children everywhere who are educationally deprived, this would be the ideal.

As a city superintendent, however, I must consider first those people, those children who are educationally deprived and economically deprived and I see them in production in the city of Boston.

Chairman **Perkins.** Is there any comment from the title I gentleman?

Mr. **Coughlin.** I am Daniel Coughlin, director of title I projects for the city of Boston. I will only agree with the superintendent. I might point out, having a little more working knowledge and indepth knowledge of what goes on in title I, that within the schools that we service as children, and we have 68 public and 20 nonpublic schools in a large compensatory program, and the test results indicate which children we should service and we are thus in our project serving economically and educationally disadvantaged pupils.

I feel strongly, as the superintendent, Dr. Leary, has said, first we should get to these kids that have both of these deficiencies and then he would be very happy if we could get to others who are not in the poverty area, but do have the educational deprivation.

Chairman **Perkins.** Thank you, gentlemen, very much.

Are there any further questions?

Let me thank this distinguished panel for your appearance here today. You have been most helpful to the committee.

Our next witness is Dr. Stella A. Edwards, President, Council of Exceptional Children; Director, Division of Special Education, Commonwealth of Kentucky, accompanied by Mr. Fred Weintraub, Governmental Relations, Council for Exceptional Children. We are delighted to welcome you here this morning.

Proceed, Dr. Edwards, in any way. Without objection your prepared statements will be inserted in the record.

[Statements referred to follow:]

STATEMENT OF DR. STELLA A. EDWARDS, PRESIDENT, THE COUNCIL FOR EXCEPTIONAL CHILDREN; DIRECTOR, DIVISION OF SPECIAL EDUCATION, COMMONWEALTH OF KENTUCKY, LEXINGTON, KY.

Mr. Chairman, members of the Committee: It is indeed a pleasure to come before this distinguished panel to offer the comments of The Council for Exceptional Children on the Elementary and Secondary Education Act of 1965 from the standpoint of services provided for this nation's handicapped children.

At the outset, let me emphasize again—in concert with the feelings of all the members of The Council for Exceptional Children—the real and deep gratitude of all of us in the special education profession for the concern for and efforts on behalf of handicapped children demonstrated by this committee of the House. This committee long ago acknowledged the special responsibility of the national government for the education of America's exceptional children; and the existing legislation for the handicapped is a singular monument to this committee's attention and this committee's diligence.

And to you in particular, Mr. Chairman, may I extend our special thanks. The handicapped have always been an especially vulnerable segment of our population, easily mislaid in the constant re-evaluation of programs and priorities—unless there are unusually strong voices to protect their interests. Throughout your stewardship as chairman of this committee, you, Mr. Chairman, have been a vigilant protector of the interests of handicapped children as well as a relentless advocate for their special needs. They and we are in your debt.

The Council for Exceptional Children endorses extension of the Elementary and Secondary Education Act. Already this Act is regarded by most, if not all, educators as the federal landmark in the field of education. Through its variety of authorized programs, the ESEA legislation has probably touched the lives of more school children than any other education legislation in the history of mankind.

Of course, the Council is primarily interested in sections of H.R. 69 specifically related to the handicapped, but we would be remiss if we did not take this opportunity to cite the value of the other programs. For instance, we applaud the constructive impact of Title II, which has meant books and so many other library services to our school children. Again, we applaud the usefulness of Title V which has had a significant impact in enhancing the overall effectiveness of the departments of education at the state level.

Of components under P.L. 91–230 specifically targeted for handicapped children, we support extension of the Education of the Handicapped Act (Title VI), as well as continuation of the programs for the handicapped under Title I and III of ESEA. The foundation or underpinning of present federal support for the handicapped in education lies with the Education of the Handicapped Act, Title VI, P.L. 91–230.

Permit me to review briefly the components of this most effective legislation:

(See Appendix A, expenditures by state for handicapped)
(See Appendix B, handicapped served by state)
(See Appendix C, state of EHA, authorization, appropriations)

AID TO STATES PROGRAM

The state grant program under Part B (Title VI) has acted as a most useful catalyst to local and state program growth. Joint planning with the states under this program has meant increased programming on a comprehensive basis involving other federal programs (such as the Elementary and Secondary Education Act Titles I and III) as well as local services.

With appropriation levels for Fiscal 1972 and Fiscal 1973 totalling $37.5

million, this program has stimulated new educational opportunities for an encouraging 215,000 handicapped children in 1972 according to the Bureau of Education for the Handicapped (See Appendix C). The catalytic effect of what might be described as the "seed monies" provided under Part B should not be underestimated. (Asee Appendix D, grants by states, Title VI B)

Members of this committee may be interested in noting the unusually wide disparity between the authorization level approved by the Congress for Title VI B for Fiscal 1973 and the estimated actual expenditures for Fiscal 1973, i.e., $200 million compared to the actual $37.5 million. (See Appendix C)

SPECIAL TARGET PROGRAMS

The special target programs under the aegis of Part C of the Education of the Handicapped Act have tremendous impact upon our total effort on behalf of exceptional children. (see Appendix E, special target programs by state)

For instance, the ten regional Deaf-Blind Centers coordinate resources and services for approximately 1,700 deaf-blind children in those regions. As you know, the number of deaf-blind children increased dramatically as a result of the 1964–65 rubella epidemic. In fact, over 4,500 children have been located and identified through the regional deaf-blind program as of December, 1972. The regional centers provide not only educational services (residential and day care) but also diagnostic counseling and tutorial services.

Let me also make brief mention of the crisis care facilities operated under this authority in which approximately 100 children are enrolled. These facilities are aimed at achieving appropriate placement of deaf-blind children in other programs and providing assistance to the parents. A byproduct of such crisis care units not to be underestimated is the reduction of personal anxiety for the parents themselves.

I am pleased to note, as well, the plans at BEH for greatly expanded services at the centers beginning in September 1973. Anticipated are: educational services for 2,900 children in residential and day care facilities; crisis care services for 200 children and their families; diagnostic and educational assessment for 700 children; parent counseling for parents of 2,200 children; inservice training for 1,200 educators, professionals, and parents; summer school and camp programs for 500 children.

Another vital special target component under Part C is the early education programs. This program originally established at the Handicapped Children's Early Education Assistance Act (P.L. 90–538) has as its purposes to:

1. Provide parents with counseling and guidance so that they may effectively respond to the special needs of their handicapped children.
2. Develop programs and materials designed to meet the unique needs of preschool handicapped children and to prepare personnel to work with such children.
3. Acquaint the community with the problems and potentials of handicapped children.
4. Insure continuity of education by demonstrating coordination between various private and public agencies providing services to the handicapped.

The importance of early education for handicapped children can not be minimized. For many handicapped children the early years are nothing more than a period of waiting. While other children develop their readiness skills for education from exploring their environments, the blind child and the physically handicapped child may remain confined to rooms or homes because of no mobility training; the deaf child remains in a world without communication, because no effort is undertaken to develop existing hearing or other communication channels; the retarded child falls further behind his peers, because no high intensity teaching program is provided and this disturbed child becomes more and more a social outcast, because no one will help him resolve his problems.

Research is clearly demonstrating that we could reduce the demands for special education services within the compulsory school age range or at least the duration of such services, if comprehensive preschooling were available. Realizing this, many states have begun to undertake this responsibility on their own. As we move in this direction the experimental early childhood education programs and its present centers will be critical.

Part C of the Education of the Handicapped Act also authorized the development of regional resource centers to assist teachers and administrators of programs for handicapped children in bringing effective educational services to the entire population of exceptional children. The six centers now in existence served more than 25,000 handicapped children in eighteen states with direct and indirect services in 1973.

The current goals of these centers reflect their overall mission since being created:

1. Provide educational testing and evaluation services for the children referred to them—especially the severely handicapped.
2. Develop individual prescribed educational programs.
3. Assist state and local agencies in finding handicapped children currently not enrolled in schools and recommend suitable programs.

It is anticipated that approximately 40,000 handicapped children will receive comprehensive services from the centers in 1973; and, since emphasis in the centers is being placed upon the too often hidden and unassisted severely handicapped, it is further anticipated that an additional 2,000 severely and multiply handicapped children will be served. (See Appendix E)

And finally, in the special target category, recognition must be given to the program in learning disabilities (Part G, EHA). The National Advisory Committee on the Handicapped reported in 1969 that some 600,000 to 1,800,000 or one to three percent of the total school-age population have specific learning disabilities. The federal effort is aimed at exploring the nature of the disorders, discovering approaches to treatment, and stimulating an expanded supply of teachers to effectively deal with these disabilities. Grants are made to state education agencies to establish model centers and state program plans for these children. It is expected that during 1973, 40 states will be receiving grants under this program.

The State Education Agencies are required to:

1. Conduct a specific learning disabilities intervention program.
2. Evaluate that program.
3. Design a process for determining the validity of the intervention model.
4. Develop a plan for implementation of that model.

Total federal expenditures for Fiscal 1973 for the learning disabilities project are $3.25 million. (See Appendix E for state by state distribution)

PERSONNEL TRAINING

Part D of the Education of the Handicapped Act provides for the training of personnel for the education of the handicapped. Much has been accomplished under the authority of this section in the preparation of teachers and other personnel; but perhaps the best way to illustrate the importance of this federal program authority would be to cite the immense unmet need in the preparation of personnel.

If we are extend quality educational services to *all* handicapped children under current teacher-student ratios, we must have an additional 245,000 teachers for school-age children and 60,000 for preschool children . . . that is notwithstanding the need to upgrade and update the 133,000 teachers currently in service.

The $34 million provided in FY 1973 to states and colleges and universities (See Appendices F and G) has been a critical factor in making educational opportunities for handicapped children a reality. With the movement to provide education for all handicapped children the continuance and growth of this program is imperative.

RESEARCH AND DEMONSTRATION

Research and demonstration is also a vital component of the EHA package, since it supports applied research and related activities. For instance, in 1972 research was produced further demonstrating that retarded children can be taught effective strategies for learning. One project provided learning experiences via educational television for over 200 children in North Carolina. Other research under this component has led to training programs for teachers of low vision children; major curriculum development in the area of programs in the area of post-secondary school vocational training for hearing impaired youth; a computer-assisted course of instruction designed to acquaint regular teachers with the identification of handicapped children in their classrooms. The list trails on impressively; this federal investment must be continued.

Research and demonstration (EHA Part E, Sec. 641 and 642) has been obligated at a level of $9.9 million in Fiscal 1973, and the Administration proposed maintaining that level of funding in Fiscal 1974. In Fiscal 1973, some $7.9 million will have been obligated for continuing research with the remaining $2 million applied to new research. Approximately the same division between the "new" and "continuing" is estimated for Fiscal 1974.

For Fiscal 1974, research priorities have been assigned to improving the delivery of services in preschool education, in establishing new initiatives in career education and supporting continuing education programs for the adult deaf.

MEDIA SERVICES AND CAPTIONED FILMS

The Media Services and Captioned Film program responds to the need to provide the handicapped child with special education materials. (Part F of the Education of the Handicapped Act) What are examples of accomplishments? In 1973, efforts such as the development of Computer Based Resource Centers have afforded teachers of handicapped children with detailed instructional strategies and materials. Nearly 500,000 CBRU's are in use now by about 75,000 teachers of the handicapped. Another example: Project Life, a programmed language system to teach handicapped children, and Project ME, a learning program for young handicapped children, are now well known. These programs started with federal funds. Federal activities in the captioned TV area for deaf persons has meant the captioning and broadcasting of numerous programs over the Public Broadcasting Network, including the captioning and broadcasting of the recent Inaugural Address (a first attempt at the captioning of a national event for immediate broadcasting).

Media Services and Captioned Films were obligated at a funding level of $13 million in Fiscal 1973, and the budget proposes to maintain that obligation in Fiscal 1974. (See Appendix II) Objectives for Fiscal 1974 in the communication area show a continuation of many worthy initiatives in early childhood programs, in manpower development, in career education, as well as all full services, examples of which I have previously cited.

Simply by way of reiteration then, Mr. Chairman, The Council for Exceptional Children supports extension of the Education of the Handicapped Act for all of the reasons previously cited.

AID TO STATE SUPPORTED SCHOOLS AND INSTITUTIONS

Public Law 89-313 ammended Title I of ESEA to provide financial assistance to state agencies for the education of handicapped children in state supported schools and institutions. Agencies eligible to participate include not only state education agencies, but also departments of welfare, health, mental hygiene, and others directly responsible for the free public education of handicapped children. State departments of education have the important responsibility of administering the program, including review and approval of projects. Grants are established by the U.S. Commissioner of Education using average daily attendance. This number is multiplied by one half the state average cost per pupil or the national average cost per pupil, which ever is greater, to determine the maximum grant. In FY 1972, $56.4 million was made available to the states for this purpose. (See Appendix I)

Public Law 89-313 was enacted out of the desire to expand the Title I concept of the Elementary and Secondary Education Act to handicapped children in state support schools and institutions. For many of these severely handicapped children this is their only opportunity to partake in the challenges of education. In 1972 this provision provided educational programming to 131,831 handicapped children. This number should increase to 157,997 this year. In 1966 their were 430 schools participating; today this number has grown to 3,100, representing 133 state agencies.

Public Law 89-313 has become the major vehicle for providing education to handicapped children in state supported schools and institutions. These handicapped children represent a fairly stable population. In comparison, the other population served under Title I of ESEA greatly increases each year, thus decreasing the per capita funds available under P.L 89-313. Realizing the drastic effect of proration on these programs, the 90th Congress in P.L. 90-247 guaranteed the full funding of the 89-313 programs. Without this provision these programs would have suffered a serious setback. While facilities received an average of $427.68 per child in fiscal year 1972, without the full funding they would have received approximately only $342.00 per child. It is important to note that the cost of educating such children is over $2,000 per child. The Congressional commitment has enabled the institutions to plan ahead and to hire necessary staff. The staff, in particular, is most difficult to obtain. I think we are safe in saying, Mr. Chairman, that Public Law 89–313 has been one of the most successful federal education programs for it has demonstrated clearly that handicapped children, no matter how severely handicapped, can profit from education. (See Appendix J)

SUPPLEMENTARY CENTERS AND SERVICES—TITLE III, ESEA

In 1965 the Congress passed the Elementary and Secondary Education Act on the belief that efforts would be taken to help the educationally disadvantaged and to upgrade the educational opportunities offered to children throughout this nation. During the first year of ESEA operations it became evident that little attention was being focused on the handicapped, even though they comprise a substantial percentage of the educationally disadvantaged population. To counteract this discrepancy the Congress under Public Law 89–750 created Title VI of ESEA as a basic support program with the understanding that other ESEA programs should still make resources available to the handicapped. During the 1967 hearings on ESEA, it became evident that Title III of ESEA, Supplementary Centers and Services, a resource most needed and adaptable to the handicapped, was providing only minimal assistance. For fiscal years 1966, 1967, and 1968 only 3.5% of Title III funds were expended on the handicapped. Through Public Law 90–247 the Congress mandated that a minimum of 15% of Title III must be spent on services to the handicapped. A report by the Bureau of Education for the Handicapped indicated the effectiveness of the mandate:

In January, 1966, only six months into the 1969 fiscal year and six months after the 15% mandate became effective, 211 projects (for the handicapped) were in operation (compared to an average of 123 projects in operation at the beginning of the 1969 fiscal year); $15,280,964 had been spent for the handicapped (compared to an average of $4,653,131 for each of the three previous years, and the three year cumulative total of $13,959,393). Eleven percent of the total spent on the handicapped (compared to only 3.5% during the previous three year period); 388,746 handicapped children were involved in Title III projects.

We realize that many elements of the education community oppose this concept of earmarking or categorization, and we can understand their concern. However, this approach has made it possible for children in the minority, whether they be handicapped or from the ghetto, to receive education. Education is a political system that by its very nature directs its resources toward the majority; however, our nation cannot survive without the abilities and talents of all of our children being developed to their fullest. Thus, the federal government should continue to play a major role in equalizing the education system. This is what clearly has been demonstrated in the case of Title III.

Substantial progress has been made on this program. In FY 1972 over $20 million dollars went for projects for or which substantially included handicapped children. (See Appendix K)

POSITION OF THE COUNCIL FOR EXCEPTIONAL CHILDREN

Mr. Chairman, The Council for Exceptional Children supports the provisions of H.R. 69 extending the Elementary and Secondary Education Act of 1965, as amended; and the Education of the Handicapped Act for all of the reasons previously cited in our testimony.

With specific reference to H.R. 69, the amendments to ESEA which you have offered, Mr. Chairman, we agree with the majority of your proposals, but are in opposition to the amendment to Title I placing funding for handicapped children in state supported schools and institutions under a new "Part B." This amendment would remove the provision for grants to handicapped children in institutions from its present status as an integral part of the basic entitlement for all children in Title One, and instead place the handicapped in a separate authority—which of course will mean, if enacted, a separate line-item appropriation within Title I.

Part B, Section 121 of H.R. 69 provides that "In the event that the amount appropriated for a fiscal year to carry out this section is insufficient to pay all the maximum grants for which State agencies are eligible, the maximum grant of each such agency shall be ratably reduced."

Mr. Chairman, we feel that this amendment thwarts the legislative intent of P.L. 89–313, which authorized a mechanism in which the handicapped were an integral part of the entire target population of Title I, and would not be subject to the variances of the appropriation process—but instead would be assured of a basic formula entitlement regardless of the uncertainties of the appropriation process.

The rationale that the Congress, used in establishing P.L. 89–313 included the following:

1. that the handicapped in institutions are educationally disadvantaged under the same terms as all others included in the target population of Title I, and therefore should not be placed in a separate section under a separate legislative authority, but instead should be an integral part of the overall entitlement of Title I.

2. that, unlike the majority target population under Title I, the handicapped in public facilities, particularly the largest group the mentally retarded, are dependent upon these funds for any educational opportunity at all. I reiterate, for the handicapped in institutions, this is *not* an "add on." Therefore, it was deemed appropriate by the Congress to remove assistance to the handicapped in Title I from the uncertainties of ratable reductions caused by fluctuating appropriation levels.

Therefore, The Council opposes the proposed amending language, unless appropriate guarantees are provided to these children.

Permit me to highlight yet another issue. On March 7, Mr. John Nagle, Chief of the Washington Office of the National Federation for the Blind, presented testimony to this committee in which he recommended the following amendment to the ESEA Act. To wit: "No person in the United States shall, on the ground of blindness, or severely impaired vision, be denied employment in any position, program, or activity receiving Federal financial assistance under this Act."

The Council endorses the addition of such an anti-discrimination provision, and would further recommend that the committee consider expansion of such an amendment to include all of the handicapped.

In closing, Mr. Chairman, I would like to offer a postscript relative to your future legislative considerations for the handicapped. There are six million handicapped children of school age. It is hard for many to believe that in 1973 less than one half of these children are receiving any special educational assistance. It is even more difficult to accept that about one million of these children are provided no educational opportunity at all. While certainly progress has been made in recent years, the task ahead is still substantial.

We at the Council for Exceptional Children are optimistic that a free education for all handicapped children may become a reality in the near future. Our optimism is spurred by the fact that several federal courts have declared that handicapped children have a right to an education and that state and local school districts must provide the needed services. This right has also been adopted by many states through legislation and administrative policy.

Now that the goal is in sight we need the programs under the Education of the Handicapped Act and the Elementary and Secondary Act more than ever. We can't accomplish this goal well without the well trained teachers, the research, the models and the innovative and "seed" programs provided under these Acts. These Acts are the foundation or underpinning for our efforts. Thus, their extension is critical.

But in addition there is another role that will need to be considered. It is estimated that it will cost seven billion dollars to educate all handicapped children. This will require doubling our present state and local efforts. Realizing the present fiscal plight of education, we feel strongly that the federal government should assume a substantial fiscal partnership with the states and local communities to assure that handicapped children will no longer have their educational futures determined solely by the availability of extra state and local revenue.

That you, Mr. Chairman, have become highly sensitive to this question and have become determined to confront it is well illustrated by your co-sponsorship along with your colleagues of the "Education for Handicapped Children Act," H.R. 70, which we hope will be given the most serious consideration after the basic programs have been extended.

Let me say, finally, that all the resources of The Council for Exceptional Children will be at your disposal as you deliberate on this difficult problem.

Appendix A

STATE BY STATE COMPARISON OF SPECIAL EDUCATION EXPENDITURES, FISCAL YEAR 1972

[In thousands]

State	Total State education expenditures	Total State special education expenditures	Percent of funds expended for special education
Alabama	$465, 221	$11, 576	2. 49
Alaska	151, 586	4, 488	2. 96
Arizona	444, 030	11, 967	2. 70
Arkansas	289, 012	3, 046	1. 05
California	4, 524, 818	294, 000	6. 50
Colorado	555, 349	22, 429	4. 04
Connecticut	788, 742	66, 304	8. 41
Delaware	190, 000	5, 381	2. 83
District of Columbia	204, 443	4, 887	2. 39
Florida	1, 383, 147	57, 451	4. 15
Georgia	873, 067	18, 485	2. 12
Hawaii	218, 738	5, 455	2. 49
Idaho	147, 297	2, 551	1. 73
Illinois	2, 648, 941	131, 464	4. 96
Indiana	1, 100, 179	28, 121	2. 56
Iowa	767, 208	26, 517	3. 46
Kansas	489, 158	23, 686	4. 84
Kentucky	487, 273	14, 594	3. 00
Louisiana	763, 062	15, 070	1. 97
Maine	219, 712	2, 900	1. 32
Maryland	1, 164, 454	24, 272	2. 08
Massachusetts	1, 121, 059	36, 724	3. 28
Michigan	2, 720, 628	94, 368	3. 47
Minnesota	1, 039, 735	47, 187	4. 54
Mississippi	377, 764	6, 146	1. 63
Missouri	870, 542	62, 239	7. 15
Montana	160, 919	7, 442	4. 62
Nebraska	281, 200	11, 659	4. 15
Nevada	136, 200	4, 200	3. 08
New Hampshire	148, 244	3, 832	2. 58
New Jersey	1, 959, 000	78, 392	4. 00
New Mexico	248, 615	6, 756	2. 72
New York	5, 524, 988	344, 304	6. 23
North Carolina	893, 509	26, 000	2. 91
North Dakota	117, 100	9, 765	8. 34
Ohio	2, 255, 000	60, 400	2. 68
Oklahoma	400, 672	8, 771	2. 19
Oregon	498, 557	8, 743	1. 75
Pennsylvania	2, 801, 000	114, 310	4. 08
Rhode Island	204, 327	10, 130	4. 96
South Carolina	482, 550	13, 380	2. 77
South Dakota	137, 664	2, 633	1. 91
Tennessee	639, 237	31, 424	4. 92
Texas	2, 165, 745	86, 500	3. 99
Utah	238, 842	15, 722	6. 43
Vermont	143, 544	3, 205	2. 23
Virginia	1, 079, 950	39, 002	3. 61
Washington	821, 571	45, 859	5. 58
West Virginia	298, 935	3, 369	1. 13
Wisconsin	1, 077, 007	54, 038	5. 02
Wyoming	84, 841	3, 169	3. 74

HANDICAPPED CHILDREN: STATE-BY-STATE BREAKDOWN [1]

State	Number of handicapped children	Number of handicapped children served	Percent served
Alabama	111, 149	22, 384	20
Alaska	5, 050	1, 875	37
Arizona	40, 059	12, 678	32
Arkansas	121, 665	12, 492	10
California	541, 085	321, 765	59
Colorado	75, 855	37, 566	50
Connecticut	89, 866	35, 344	39
Delaware	15, 722	8, 351	53
District of Columbia	21, 907	9, 568	44
Florida	139, 843	105, 321	75
Georgia	129, 864	65, 061	50
Hawaii	19, 590	9, 106	46
Idaho	36, 561	8, 595	24
Illinois	255, 381	180, 877	71
Indiana	145, 091	86, 599	60
Iowa	94, 731	36, 521	38
Kansas	54, 556	27, 713	51
Kentucky	78, 386	24, 331	31
Louisiana	122, 344	45, 056	37
Maine	30, 743	6, 758	22
Maryland	123, 639	66, 359	54
Massachusetts	108, 612	63, 466	58
Michigan	288, 297	165, 018	57
Minnesota	122, 665	76, 423	62
Mississippi	116, 066	16, 587	14
Missouri	221, 578	65, 116	29
Montana	23, 600	5, 358	23
Nebraska	93, 568	23, 734	25
Nevada	13, 640	6, 300	46
New Hampshire	19, 374	6, 070	31
New Jersey	231, 055	99, 189	43
New Mexico	53, 126	8, 655	16
New York	372, 811	221, 219	59
North Carolina	172, 580	73, 739	43
North Dakota	47, 215	3, 947	8
Ohio	335, 898	175, 300	52
Oklahoma	144, 586	23, 746	16
Oregon	48, 004	26, 274	55
Pennsylvania	265, 449	156, 830	59
Rhode Island	39, 475	13, 475	34
South Carolina	106, 505	38, 275	36
South Dakota	17, 795	4, 414	25
Tennessee	131, 903	49, 173	36
Texas	777, 731	175, 662	23
Utah	44, 179	27, 079	61
Vermont	20, 631	4, 612	22
Virginia	146, 748	44, 768	30
Washington	79, 294	64, 223	81
West Virginia	80, 561	15, 161	19
Wisconsin	155, 813	66, 236	43
Wyoming	18, 475	2, 665	14
Total	6, 559, 301	2, 557, 551	39

[1] Fiscal year 1972 data.

Appendix C

STATUS OF: AUTHORIZATION, APPROPRIATIONS, REQUESTS—EDUCATION OF THE HANDICAPPED ACT (ESEA TITLE VI)

[In millions]

Program	Title VI, Public Law 91-230	Purpose	Fiscal 1972 appropriation	Fiscal 1973 authorization	Fiscal 1973 estimated actual	Fiscal 1974 administration budget request
Grants to States	Pt. B	Grants to States to initiate, expand, and improve programs and projects for education of the handicapped.	$37.50	$220.00	$37.50	[1] $37.50
Preschool education	Pt. C	To provide grants for research and demonstration projects relating to preschool and early childhood education.	7.50		12.00	12.00
Regional resource centers	Pt. D	To create regional resource centers to provide educational evaluation and assistance in developing educational strategies for handicapped children.	3.55	66.50	7.24	7.24
Education of deaf-blind children	do	To provide for the establishment and operation of centers for children who are both deaf and blind.	7.50		10.00	10.00
Recruitment and information	do	To provide programs to recruit personnel in special education and to disseminate information on programs in the field and the public.	.50	103.50	.50	.50
Personnel training	do	To provide fellowships, traineeships, and institutes for the training of professional personnel for education of the handicapped.	34.59		37.61	37.70
Research and demonstration	Pt. E	To support research and demonstration projects on the education of handicapped children.	11.17	45.00	9.91	9.91
Media services and captioned films	Pt. F	Originally to provide films and other educational media for the deaf, loan service of material and research and training in the use of media. Now expanded to all areas of the handicapped.	10.50	20.00	13.00	13.00
Learning disabilities	Pt. G	To provide grants for research, personnel training, and model center development for children with specific learning disabilities.	2.25	31.00	3.25	3.25
Total (includes funds for administration of programs)			115.06	486.00	131.01	131.10

[1] Transferred to revenue sharing.

State or outlying area	1972 actual	1973 estimate[1]	1974 estimate[2]
Total	$37,499,378	$37,500,000	----------
Alabama	714,722	623,197	----------
Alaska	200,000	200,000	----------
Arizona	281,316	292,683	----------
Arkansas	372,783	330,113	----------
California	3,000,069	3,385,395	----------
Colorado	357,041	401,127	----------
Connecticut	462,435	508,420	----------
Delaware	200,000	200,000	----------
Florida	921,515	1,071,232	----------
Georgia	853,556	832,051	----------
Hawaii	200,000	200,000	----------
Idaho	200,000	200,000	----------
Illinois	1,863,550	1,901,098	----------
Indiana	932,742	926,786	----------
Iowa	541,816	492,895	----------
Kansas	423,897	388,245	----------
Kentucky	638,302	572,173	----------
Louisiana	714,466	696,632	----------
Maine	200,000	200,000	----------
Maryland	618,153	691,156	----------
Massachusetts	939,707	958,174	----------
Michigan	1,587,955	1,624,522	----------
Minnesota	691,697	693,438	----------
Mississippi	500,272	423,539	----------
Missouri	803,303	789,238	----------
Montana	200,000	200,000	----------
Nebraska	272,180	248,063	----------
Nevada	200,000	200,000	----------
New Hampshire	200,000	200,000	----------
New Jersey	1,084,951	1,180,056	----------
New Mexico	220,142	200,000	----------
New York	2,917,989	2,934,166	----------
North Carolina	1,007,815	916,643	----------
North Dakota	200,000	200,000	----------
Ohio	1,902,397	1,875,154	----------
Oklahoma	459,249	430,532	----------
Oregon	349,280	355,386	----------
Pennsylvania	2,092,856	1,946,284	----------
Rhode Island	200,000	200,000	----------
South Carolina	561,765	494,334	----------
South Dakota	200,000	200,000	----------
Tennessee	741,666	678,849	----------
Texas	2,001,270	2,020,909	----------
Utah	207,289	210,893	----------
Vermont	200,000	200,000	----------
Virginia	826,445	822,173	----------
Washington	565,723	595,157	----------
West Virginia	393,108	296,941	----------
Wisconsin	782,823	800,113	----------
Wyoming	200,000	200,000	----------
District of Columbia	200,000	200,000	----------
American Samoa	70,000	70,000	----------
Guam	80,000	80,000	----------
Puerto Rico	652,233	652,233	----------
Trust Territory	80,000	80,000	----------
Virgin Islands	80,000	80,000	----------
Bureau of Indian Affairs	130,000	130,000	----------

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[1] Distribution estimated on the basis of the 3–21 population, Apr. 1, 1970, with a minimum of $200,000. 3 percent of the 50 States and District of Columbia amount reserved for the outlying areas.

[2] Legislation will be submitted to consolidate this activity into special education revenue sharing.

SPECIAL TARGET PROGRAMS

Region		Early education part C	Deaf blind center part C	IMC part C	Learning district part G.
	Total	7,500,000	7,500,000	4,498,261	2,249,810
	Connecticut	110,000			
	Maine	59,981			
I	Massachusetts	254,111	700,000	275,561	
	New Hampshire	60,000			
	Rhode Island	0			125,000
	Vermont	39,500			
	New Jersey	182,818			
II	New York	640,070	830,000	361,020	
	Puerto Rico				125,000
	Virgin Islands				
	Delaware	0			
	District of Columbia	155,264		259,843	
	Maryland	125,000			
III	Pennsylvania	335,000			125,000
	Virginia	198,000		399,557	125,000
	West Virginia	90,000			125,000
	Alabama	228,333	795,000		
	Florida	66,550			
	Georgia	195,788			111,981
IV	Kentucky	110,000		465,732	
	Mississippi	230,000	350,000		25,000
	North Carolina	241,030	550,000		
	South Carolina	99,439			
	Tennessee	196,758		316,963	
	Illinois	287,501			
	Indiana	110,000			
	Minnesota	50,000			
V	Michigan	120,000	875,000	282,287	124,990
	Ohio	125,000		250,000	64,585
	Wisconsin	178,142		288,504	58,507
	Arkansas	51,342			
	Louisiana	44,000			
VI	New Mexico	167,251			125,000
	Oklahoma	60 000			
	Texas	390,412	975,000	360,124	125,000
	Iowa	165,777			123,515
VII	Kansas	58,500		275,000	125,000
	Missouri	185,000			
	Nebraska	45,100		54,000	125,000
	Colorado	147,988	800,000	275,000	
	Montana	60,000			
	North Dakota	50,000			
VIII	South Dakota	60,000			
	Utah	60,000			
	Wyoming	96,520			
	Bureau of Indian Affairs				124,204
	Arizona	141,119			
	California	559,541	975,000	339,698	
	Hawaii	60,000			367,028
IX	Nevada	99,834			
	America Samoa				
	Guam				
	Trust Territory				125,000
	Alaska	59,700			
X	Idaho	100,000			
	Oregon	233,331		294,972	
	Washington	105,000	650,000		

BEH FUNDS OBLIGATED FISCAL YEAR 1972 MANPOWER

Region		Division of colleges and universities	SEA	Total
	Total	28, 680, 409	5, 940, 000	34, 620, 409
	Connecticut	578, 225	106, 541	684, 766
I	Maine	170, 200	67, 893	238, 093
	Massachusetts	1, 148, 147	157, 902	1, 306, 049
	New Hampshire	20, 000	61, 750	81, 750
	Rhode Island	81, 000	66, 260	147, 266
	Vermont	190, 110	56, 360	246, 470
	New Jersey	307, 300	188, 332	495, 632
	New York	2, 598, 316	200, 000	2, 798, 316
II	Puerto Rico	170, 367	102, 249	272, 616
	Virgin Islands	0	0	0
	Delaware	42, 400	58, 435	100, 835
	District of Columbia	987, 538	64, 395	1, 051, 935
III	Maryland	551, 801	121, 451	673, 252
	Pennsylvania	1, 320, 900	200, 000	1, 520, 900
	Virginia	1, 038, 552	138, 882	1, 177, 374
	West Virginia	196, 180	84, 797	280, 977
	Alabama	479, 300	119, 417	598, 717
	Florida	950, 916	167, 869	1, 118, 785
	Georgia	641, 823	138, 416	780, 239
IV	Kentucky	434, 447	112, 705	547, 152
	Mississippi	227, 726	95, 537	323, 263
	North Carolina	684, 166	149, 175	833, 341
	South Carclina	134, 200	100, 663	234, 863
	Tennessee	576, 200	126, 638	702, 838
	Illinois	1, 263, 032	200, 000	1, 463, 032
	Indiana	528, 207	148, 708	676, 915
V	Minnesota	540, 223	120, 658	660, 881
	Michigan	1, 463, 100	200, 000	1, 669, 100
	Ohio	969, 100	200, 000	1, 169, 100
	Wisconsin	697, 400	132, 761	830, 161
	Arkansas	106, 100	87, 787	193, 887
	Louisiana	267, 100	121, 573	388, 673
VI	New Mexico	212, 300	68, 382	280, 682
	Oklahoma	270, 000	98, 385	368, 585
	Texas	1, 193, 257	200, 000	1, 393, 257
	Iowa	305, 915	104, 141	410, 056
	Kansas	896, 400	94, 276	990, 676
VII	Missouri	658, 648	140, 836	799, 484
	Nebraska	110, 445	77, 271	187, 716
	Colorado	595, 436	87, 767	683, 203
	Montana	83, 000	62, 279	145, 279
VIII	North Dakota	93, 800	61, 079	154, 879
	South Dakota	109, 100	61, 812	170, 912
	Utah	690, 855	68, 483	759, 338
	Wyoming	66, 200	54, 489	120, 689
	Bureau of Indian Affairs			
	Arizona	524, 886	80, 607	605, 493
	California	2, 234, 191	200, 000	2, 434, 191
IX	Hawaii	65, 400	62, 788	128, 188
	Nevada	89, 800	56, 767	146, 567
	American Samoa	0	500, 000	500, 000
	Guam	0	500, 000	500, 000
	Trust Territories	0	500, 000	500, 000
	Alaska	31, 200	53, 390	84, 590
	Idaho	105, 400	62, 178	167, 578
X	Oregon	645, 500	88, 133	733, 633
	Washington	328, 400	109, 837	438, 237

TEACHER EDUCATION

	Individuals directly supported	Personnel outputs from supported projects (estimate)	Amount
Fiscal year 1972:			
New:			
Undergraduate	2,500	11,200	$2,230,000
Master's	3,000	9,500	7,450,000
Postmaster's	825	2,000	1,420,000
Summer trainees	3,150	3,150	3,122,000
Institute trainees	12,700	12,700	2,153,000
New program development grants		(30)	2,476,000
New special projects (program)		(20)	
Subtotal	22,175	38,550	18,851,000
Continuing:			
Undergraduate		(100)	1,900,000
Master's		(200)	5,820,000
Postmaster's		(45)	2,600,000
Special projects		(45)	3,484,000
Supplemental stipends			
Administrative costs (SEA)			1,240,000
Subtotal			15,044,000
Total	22,175	38,550	[1] 33,895,000
Fiscal year 1973:			
New:			
Undergraduate	2,800	11,000	2,000,000
Master's	3,500	10,000	7,600,000
Postmaster's	950	2,200	1,650,000
Summer trainees	3,500	3,500	3,200,000
Institute trainees	15,500	15,500	2,200,000
New program development grants		(35)	2,660,000
New special projects		(10)	
Subtotal	26,250	42,200	19,310,000
Continuing:			
Undergraduate		(100)	2,100,000
Master's		(200)	6,600,000
Postmaster's		(45)	3,200,000
Special projects		(50)	4,360,000
Supplemental stipends			100,000
Administrative costs (SEA)			1,240,000
Subtotal			17,600,000
Total	26,250	42,200	[1] 36,910,000
Fiscal year 1974:			
New:			
Undergraduate	1,900	35,000	2,000,000
Master's	3,600	12,900	8,100,000
Postmaster's	800	2,800	1,940,000
Summer trainees	3,500	3,500	3,200,000
Institute trainees	16,000	16,000	2,200,000
New program development grants		(35)	2,660,000
New special projects		(10)	
Subtotal	25,800	70,200	20,100,000
Continuing:			
Undergraduate		(100)	2,100,000
Master's		(200)	6,600,000
Postmaster's		(45)	3,200,000
Summer trainees		(50)	4,360,000
Supplemental stipends			100,000
Administrative costs (SEA)			1,240,000
Subtotal			17,600,000
Total	25,800	70,200	[1] 37,700,000

In fiscal years 1972 and 1973, at least 54 State agencies (50 States plus 4 outlying territories) and 304 institutions of higher education have participated in manpower preparation.

	1973 estimate		1974 estimate	
	Number	Amount	Number	Amount
New institutions	10	$260,000	10	$250,000
Continuing institutions	314	36,650,000	324	37,450,000
Total	324	[1] 36,910,000	334	[1] 37,700,000

[1] In the tables for fiscal years 1972 and 1973, the physical education and recreation training program was not included in the totals. In tables for fiscal year 1974 it is.

MEDIA SERVICES AND CAPTIONED FILMS

Program financial data	1973	1974
Captioned films—cultural	$1,000,000	$1,000,000
Captioned films—educational	1,000,000	1,000,000
SEIMC/RMCN	7,000,000	7,000,000
Demonstrations	2,100,000	2,100,000
National Theater of Deaf	500,000	350,000
National Center Educational Media and Materials	500,000	750,000
Captioned television	900,000	800,000
Total	13,000,000	13,000,000

Appendix I

ALLOCATIONS UNDER THE PUBLIC LAW 89-313 AMENDMENT TO TITLE I, ESEA FOR STATE OPERATED AND STATE SUPPORTED SCHOOLS FOR HANDICAPPED CHILDREN, FISCAL YEARS 1969, 1970, 1971, AND 1972

	Fiscal year 1969	Fiscal year 1970	Fiscal year 1971	Fiscal year 1972
Total	$29,742,618	$37,482,838	$46,129,772	$56,380,937
Alabama	332,625	382,188	409,757	560,648
Alaska				
Arizona	241,556	291,234	338,212	373,893
Arkansas	354,004	453,671	613,437	906,163
California	999,012	1,153,713	1,349,565	1,477,445
Colorado	668,581	844,916	979,378	1,146,605
Connecticut	854,767	990,789	1,083,532	1,220,152
Delaware	314,404	393,015	438,665	577,485
District of Columbia	354,621	408,462	447,421	554,514
Florida	698,290	960,675	1,195,724	1,322,239
Georgia	294,587	344,214	394,353	474,365
Hawaii	149,538	134,584	188,562	212,443
Idaho	91,347	99,222	117,073	137,286
Illinois	760,735	1,665,034	1,850,518	3,065,108
Indiana	909,036	1,154,219	1,423,024	1,766,309
Iowa	410,039	459,054	589,727	634,115
Kansas	455,506	508,358	612,753	866,665
Kentucky	228,506	260,304	280,018	455,958
Louisiana	740,770	942,607	1,141,295	1,344,864
Maine	130,218	152,201	365,867	452,890
Maryland	376,775	454,222	504,399	589,707
Massachusetts	1,258,961	1,741,497	2,396,490	2,504,434
Michigan	1,472,757	1,955,377	2,368,323	2,841,841
Minnesota	825,404	897,270	928,711	890,344
Mississippi	139,103	157,101	179,718	302,182
Missouri	1,108,379	1,308,870	1,504,154	1,602,563
Montana	16[illegible]0[illegible]2	183,249	181,087	202,861
Nebraska	219,[illegible]1	239,480	278,306	289,527
Nevada	20,3[illegible]7	39,787	94,823	115,044
New Hampshire	198,2[illegible]2	194,769	218,742	243,510
New Jersey	1,561,753	1,893,047	2,406,007	3,340,931
New Mexico	231,500	263,979	281,729	298,731
New York	3,806,6[illegible]2	4,731,630	5,881,396	7,253,392
North Carolina	907,9[illegible]6	1,227,410	1,471,634	1,870,999
North Dakota	137,437	186,500	217,716	312,536
Ohio	454,513	472,222	568,594	638,494
Oklahoma	227,085	312,977	404,280	497,757
Oregon	347,278	367,347	427,999	854,152
Pennsylvania	2,346,496	2,898,870	3,942,668	4,575,784
Rhode Island	184,355	223,842	334,834	402,390
South Carolina	299,0[illegible]9	406,687	679,163	824,482
South Dakota	127,164	144,852	157,167	190,973
Tennessee	375,9[illegible]8	421,386	520,326	633,892
Texas	915,4[illegible]2	1,104,608	2,015,238	2,243,741
Utah	315,906	233,967	283,783	317,521
Vermont	217,955	287,050	293,368	291,828
Virginia	473,671	564,400	615,149	735,515
Washington	870,068	1,086,790	993,920	1,287,421
West Virginia	212,125	272,860	281,387	379,645
Wisconsin	552,981	1,212,905	1,387,089	1,730,025
Wyoming	84,581	100,451	134,568	167,297
Puerto Rico	242,944	266,429	310,142	358,554
Guam	28,876	32,547	37,981	43,717

Appendix J

ALLOCATIONS AND CHILDREN BY HANDICAPPING CONDITION FUNDED UNDER PUBLIC LAW 89-313 AMENDMENT TO TITLE I, ESEA, FISCAL YEAR 1972

	Total		Visually handicapped		Deaf/hard of hearing		Mentally retarded		Emotionally disturbed		Crippled other health	
	Pupils	Allocation	Pupils	Allocation	Pupils	Allocation	Pupils	Allocation	Pupils	Allocation	Pupils	Allocation
Total	131,831	$56,380,937	7,942	$3,339,749	21,439	$8,987,397	77,330	$32,826,115	16,532	$7,078,788	8,583	$4,148,888
Alabama	1,462	560,648	214	82,065	455	174,483	787	301,799			6	2,301
Alaska												
Arizona	975	373,893	113	43,333	300	115,044	450	172,566	79	30,295	33	12,655
Arkansas	2,363	906,163	179	68,643	321	123,097	1,519	582,506	259	99,321	85	32,596
California	3,764	1,477,445	131	51,420	998	391,735	1,807	709,283	759	297,923	69	27,084
Colorado	2,990	1,146,605	75	28,761	213	81,681	2,434	933,390	268	102,773		
Connecticut	2,667	1,220,152	112	51,240	523	239,272	1,829	836,767	140	64,050	63	28,823
Delaware	1,369	577,485	27	11,389	119	50,198	843	355,603	175	73,820	205	86,475
District of Columbia	1,217	554,514	42	19,137	26	11,847	671	305,734	209	95,229	269	122,567
Florida	3,448	1,322,239	205	78,613	553	212,065	2,510	962,535	180	69,026		
Georgia	1,237	474,364	188	72,094	561	215,132	439	168,348	49	18,791		
Hawaii	521	212,443	8	3,262	134	54,640	227	92,561	26	10,602	126	51,378
Idaho	358	137,286	33	12,655	110	42,183	215	82,448				
Illinois	6,986	3,065,108	189	82,924	472	207,090	4,724	2,072,655	1,509	662,074	92	40,365
Indiana	4,606	1,766,309	192	73,628	552	211,681	3,471	1,331,059	298	114,277	93	35,664
Iowa	1,610	634,115	139	54,746	402	158,332	882	347,385	137	53,959	50	19,693
Kansas	2,260	866,665	123	47,168	402	154,159	1,160	444,837	461	176,784	114	43,717
Kentucky	1,189	455,958	129	49,469	301	115,427	739	283,392	20	7,670		
Louisiana	3,507	1,344,864	232	88,967	592	227,020	2,336	895,810	167	64,041	180	69,026
Maine	1,181	452,890	38	14,572	182	69,793	812	311,386	56	21,475	93	35,664
Maryland	1,350	589,707	216	94,353	302	131,920	532	219,284	330	144,150		
Massachusetts	6,383	2,504,434	210	82,396	1,241	486,919	2,843	1,115,479	1,683	660,342	406	159,298
Michigan	6,490	2,841,841	290	126,985	401	175,590	4,966	2,174,512	833	364,754		
Minnesota	1,992	890,344	71	31,734	268	119,785	1,414	632,001	185	82,688	54	24,136

Mississippi	788	302,182	160	61,357	309	118,495	256	98,171			63	24,159
Missouri	4,179	1,602,563	187	71,711	341	130,767	2,652	1,016,989	999	383,096		
Montana	529	202,861	70	26,844	91	34,897	351	134,601	17	6,519		
Nebraska	755	289,527	62	23,776	158	60,590	440	168,731	75	28,761	20	7,669
Nevada	300	115,044	10	3,838	17	6,518	272	104,305			1	383
New Hampshire	635	243,510	5	1,917	137	52,537	335	128,466	103	39,498	55	21,092
New Jersey	6,742	3,340,931	458	226,957	1,200	594,648	3,769	1,867,690	877	434,589	438	217,047
New Mexico	779	298,731	121	46,401	230	88,200	365	139,970	43	16,490	20	7,670
New York	11,466	7,253,392	573	362,480	1,491	943,207	5,503	3,481,198	1,147	725,592	2,752	1,740,915
North Carolina	4,879	1,870,999	433	166,047	1,015	389,232	2,619	1,004,334	502	192,507	310	118,879
North Dakota	815	312,536	33	12,655	100	38,348	634	243,126	48	18,407		
Ohio	1,665	638,494	161	61,740	258	98,938	998	382,713	248	95,103		
Oklahoma	1,298	497,757	130	49,852	383	146,873	774	296,814			11	4,218
Oregon	1,957	854,152	138	60,231	545	237,871	1,094	477,487	98	42,773	82	35,790
Pennsylvania	10,939	4,575,784	547	228,810	1,422	594,823	5,251	2,196,493	2,223	929,881	1,469	625,777
Rhode Island	900	402,390	32	14,307	124	55,440	432	193,146	303	135,471	9	4,026
South Carolina	2,150	824,482	166	63,658	372	142,655	1,592	613,300			20	7,660
South Dakota	498	190,973	70	26,844	127	48,702	155	59,439			146	55,988
Tennessee	1,653	633,892	211	80,914	367	140,737	715	274,188	360	138,053		
Texas	5,851	2,243,741	249	95,487	1,399	536,488	3,780	1,499,554	329	126,115	94	36,047
Utah	828	317,521	72	27,610	246	94,336	446	171,032	64	24,543		
Vermont	761	291,828	19	7,286	91	34,897	558	213,982	58	22,242	35	13,412
Virginia	1,918	735,515	297	113,994	530	203,244	559	214,365	108	41,416	424	162,596
Washington	3,114	1,287,421	168	69,456	338	139,739	2,418	999,674	123	50,852	67	27,700
West Virginia	990	379,645	153	58,672	203	77,846	422	161,829	110	42,183	102	39,115
Wisconsin	4,063	1,730,025	167	71,109	201	85,586	2,560	1,096,047	813	316,175	322	137,108
Wyoming	465	167,297	10	4,130	51	21,067	309	127,642	35	14,458		
Guam	114	43,717			6	2,301	108	41,416				
Puerto Rico	935	358,554	84	32,212	259	99,322	383	146,873	26	9,970	183	70,177
Virgin Island												

SET-ASIDES FOR THE HANDICAPPED UNDER TITLE III, ESEA

Region		State III	Commissioner share III
	Total	17, 083, 506	3, 014, 738
I	Connecticut	251, 212	44, 332
	Maine	100, 578	17, 749
	Massachusetts	443, 944	78, 343
	New Hampshire	80, 714	14, 244
	Rhode Island	93, 800	16, 553
	Vermont	59, 260	10, 458
II	New Jersey	556, 289	98, 169
	New York	1, 343, 062	237, 011
	Puerto Rico	373, 249	65, 867
	Virgin Islands	20, 451	3, 609
III	Delaware	67, 733	11, 953
	District of Columbia	77, 859	13, 740
	Maryland	323, 901	57, 159
	Pennsylvania	894, 095	157, 782
	Virginia	374, 476	66, 084
	West Virginia	155, 392	27, 422
IV	Alabama	290, 680	51, 297
	Florida	514, 728	90, 834
	Georgia	375, 957	66, 345
	Kentucky	269, 196	47, 505
	Mississippi	201, 128	35, 493
	North Carolina	408, 924	72, 163
	South Carolina	227, 578	40, 161
	Tennessee	318, 695	56, 240
V	Illinois	859, 330	151, 647
	Indiana	422, 248	74, 514
	Minnesota	321, 308	56, 701
	Michigan	715, 238	126, 219
	Ohio	835, 938	147, 518
	Wisconsin	366, 424	64, 663
VI	Arkansas	170, 124	30, 022
	Louisiana	313, 725	55, 363
	New Mexico	108, 743	19, 190
	Oklahoma	214, 771	37, 901
	Texas	882, 910	155, 808
VII	Iowa	239, 644	42, 290
	Kansas	193, 190	34, 092
	Missouri	373, 324	65, 881
	Nebraska	137, 634	24, 288
VIII	Colorado	193, 996	34, 234
	Montana	80, 138	14, 142
	North Dakota	74, 192	13, 093
	South Dakota	77, 710	13, 714
	Utah	110, 733	19, 941
	Wyoming	51, 333	9, 059
	Bureau of Indiana Affairs	37, 833	6, 676
IX	Arizona	162, 757	28, 722
	California	1, 502, 273	265, 107
	Hawaii	84, 104	14, 842
	Nevada	62, 253	10, 986
	American Samoa	17, 606	3, 107
	Guam	27, 086	4, 780
	Trust territories	29, 680	5, 238
X	Alaska	49, 633	8, 759
	Idaho	81, 320	14, 350
	Oregon	181, 778	32, 079
	Washington	281, 629	49, 699

STATEMENT OF STELLA A. EDWARDS, PRESIDENT, THE COUNCIL FOR EXCEPTIONAL CHILDREN, ACCOMPANIED BY FREDERICK J. WEINTRAUB, ASSISTANT EXECUTIVE DIRECTOR FOR GOVERNMENTAL RELATIONS

Dr. EDWARDS. Thank you, Mr. Chairman. I am accompanied by Mr. Fred Weintraub, Assistant Executive Director for the Council of Exceptional Children. We have filed a formal statement.

Chairman PERKINS. We want to know whether you feel we should continue with programs we have in title I or whether you feel you would fare better under the so-called special revenue sharing package. You can keep that in mind and discuss that as you go through.

Dr. EDWARDS. We have summarized our remarks. The Council of Exceptional Children is an organization of 47,000 persons involved in and concerned about the education of the handicapped and gifted exceptional children. On behalf of all of our members, Mr. Chairman, please accept our appreciation for the concern and efforts demonstrated by this committee over the years for exceptional children. And to you in particular, Mr. Chairman, may we extend our special thanks.

The handicapped have always been in an especially vulnerable section of our population, easily mislaid in the constant reevaluation of programs and priorities, unless there are strong voices to protect their interests. Throughout your stewardship as chairman of this committee, Mr. Chairman, you have been a vigilant protector of the interests of handicapped children. They and we are in your debt, Mr. Chairman, and may I add as a personal reflection that I am honored to be able to refer to you as a Member of a Congress from our mutual home, the Commonwealth of Kentucky.

The Council for Exceptional Children endorses H.R. 69, a bill to extend the Elementary and Secondary Education Act and the Education of the Handicapped Act. While all of the programs extended by H.R. 69 have been beneficial to exceptional and other children, for the sake of brevity my remakrs will be limited today to the Education of the Handicapped Act and those other parts of the ESEA, titles I and III, which have significant impact on the handicapped.

First of all, I would like to comment on the aid to the States program, the State grant program under part B of title VI. It has been a most useful catalyst to local and State program growth. With appropriation levels for fiscal years 1972 and 1973 totaling $37.5 million, this program has stimulated new educational opportunities for an encouraging 215,000 handicapped children in 1972 according to figures in the Bureau of Education for the handicapped.

The effect of these which might be described as seed monies provided under part B should not be underestimated. In Kentucky, title VI-B enabled us to provide much-needed summer programing to some handicapped children in Kentucky. In the last several years we have used funds to support projects which include activities or patterns of service in addition to or distinct from the typical pattern in the State. This has made it possible to improve and expand our program.

I would like also to comment on the special target programs under part C, which have tremendous impact upon our total effort on behalf of exceptional children. For instance, the 10 regional deaf-blind centers coordinated resources and services for approximately 1,700 deaf-blind children.

As you know, the number of deaf-blind children increased dramatically as a result of the 1964-65 rubella epidemic.

Chairman PERKINS. Let me interrupt for a question here. The way that we have provided the funds for the exceptionally handicapped have come off the top before we make allocation to the States. Have you ever had any problems about receiving your funds early?

Dr. EDWARDS. You mean the Public Law 89–313?

Chairman PERKINS. Yes.

Dr. EDWARDS. No; we haven't. May I comment a little bit on that.

Chairman PERKINS. Yes.

Dr. EDWARDS. Public Law 89–313 has become the major vehicle for providing education to handicapped children in State-supported schools and institutions. These handicapped children represent a fairly stable population. In comparison, the other population served under title I of ESEA greatly increases each year, thus decreasing the per capita funds available under Public Law 89–313. Realizing the drastic effect of proration on these programs, the 90th Congress in Public Law 90–247 guaranteed full funding of the 89–313 programs. Without this provision these programs for children in State-supported schools and institutions would have suffered a serious setback.

While facilities received an average of $427.68 per child in fiscal year 1972, without the full funding, they would have received approximately only $342 per child. It is important to note that the cost of educating such children is over $2,000 per child.

The congressional commitment has enabled the institutions to plan ahead and hire the necessary staff. Mr. Chairman, the Council for Exceptional Children support the provisions of H.R. 69 and the Education of the Handicapped Act for the reasons I have stated.

With specific reference the amendments which you have offered, Mr. Chairman, we agree with the majority of your proposals, but we are in opposition to the amendment to title I placing funding for handicapped children in State-supported schools and institutions under a new part B. This amendment would remove, as you know, the provision for grants to handicapped children from its present status as a part of the basic entitlement for all childen in title I.

Chairman PERKINS. I understand you. I don't know how we got that in there. It was never intended to be in there anyway.

Dr. EDWARDS. Would you like for me to go on and comment on some other provisions? Part C of Title VI, the Education of the Handicapped Act, also authorized the development of regional resource centers to assist the teachers and administrators of programs for handicapped children in bringing effective educational services to the entire population.

The personnel training, Part D of the Education of the Handicapped Act, provides for the training of personnel for the education of the handicapped. Much has been accomplished under the authority of this section in the preparation of teachers and other personnel, but perhaps the best way to illustrate the importance of this Federal program would be to cite the immence unmet need in the preparation of personnel.

If we are to extend quality educational services to all handicapped children under the current teacher-student ratios we must have an additional 245,000 teachers for school-age children and 60,000 for preschool children. That is notwithstanding the need to upgrade and update the 133,000 teachers currently in services.

In Chicago these funds supported teacher training programs at seven colleges and universities. At the State level we were able to provide traineeships to 70 persons, 12 from the Seventh District. With a movement to provide education for all handicapped children the continuance and growth of this program is imperative. For the sake of time I will not comment on the research or media services and caption film provisions other than to say, as our written statement notes, these programs have been highly creative and have contributed substantially to improving our delivery systems and quality of education handicapped children are receiving.

Chairman PERKINS. Let me ask you a question at this point.

Counsel tells me the reason the amendment was offered in the bill was to enable the Appropriations Committee to appropriate separately for the handicapped instead of it being lumped in presently with title I. I presume the counsel felt that title I would not be cut back as much if the handicapped funds came under a separate appropriation. Presently in the law we give the handicapped priority over other title I allocations. Funds are allocated for the handicapped out of the title I appropriation before we allocate the remainder of the funds to the States.

You are wedded more or less to the present setup instead of separate funding for the handicapped, if I understand you correctly.

Dr. EDWARDS. In connection with this section of title I, related to State-supported institutions, yes.

Chairman PERKINS. Reading your statement here, Dr. Edwards I am sure you realize that under the special revenue sharing bill submitted last year, and I am sure it will be the same this year from what I have been able to discover, the State departments of education could shift up to one-third of the funds meant for the education of the handicapped away from those programs use them for buying audiovisual equipment or for hiring more employees in the State department of Education.

Would you agree with that approach or do you strongly oppose it?

Dr. EDWARDS. Of course, I would hope, being a State department person, that State departments would not do that. But realistically speaking——

Chairman PERKINS. I am talking realistically. I have high regard for our State department of education as much as anybody in the country, but I am thinking about the whole country.

Dr. EDWARDS. Of course, historically unless any agency earmarks funds for the education of the handicapped, they suffer. As a matter of fact, the section of title I that we have been discussing, Public Law 89–313, as you well know, was brought about partly because of the fact that a very insignificant portion of title I funds at that time were being devoted to the handicapped. The same was also true of the amendment to title III which earmarked 15 percent of the funds for the handicapped.

So we have found that definitely earmarking has resulted in more education for more handicapped.

Chairman PERKINS. Let me compliment you, Dr. Edwards. I think you are doing a wonderful job in Kentucky. I am proud that I have been a little bit responsible over a period of years trying to help the handicapped. I want you to have adequate funds and all of the flexibility that is necessary to continue to do the best job possible in the future. I am skeptical of proposals that would throw a monkey wrench into smooth operating programs like you are in charge of in Frankfort. We are going to do the best we can.

You have been very helpful to the committee. Thank you for your appearance here today.

Mr. LEHMAN. Mr. Chairman, could I ask a question?

Chairman PERKINS. Yes, Mr. Lehman.

Mr. LEHMAN. I wonder how two classes of exceptional children are covered in the act and how the act could be qualified to handle these children. One is the gifted child.

In our own State of Florida there are certain categories of exceptional child care that apply to the gifted children. I would like to know what kinds of Federal legislation also could be adjusted to take care of them, because so many of the gifted children are frustrated in normal school programs and do become more frustrated, if talented, than helped by the conventional public school programs.

The other group that worries me is the homebound child that really cannot make it out of his home into a regular school environment. What do you think we can do at the Federal level to better assist these children? I think of handicapped children as having certain civil rights that they are not getting under these kinds of programs. What kind of civil rights approach to the legislation should be provided that would assure that handicapped children were getting in a sense their judicial rights in relation to public education?

I gave you three fast questions.

Dr. EDWARDS. One, first of all, the homebound child, of course, is included in the provisions of title VI as well as the other handicaps. In fact, in Kentucky, and I am sure in other states like Florida, we have some interesting projects going on over trying to take more services, if you will, to the homebound child by enabling a local school district to purchase a mobile van which can be used to take media and so forth to the child.

Mr. LEHMAN. This could be a specific program at the Federal level that would be great if you could have a program federally funded for a mobile educational van for exceptional children in the home. That should be fully federally funded.

Dr. EDWARDS. That would be great, I agree. The intellectually gifted, of course, the Council for Exceptional Children is definitely on record as favoring legislation and Federal aid for the gifted as well as the handicapped. I am afraid I did not get your third question.

Mr. LEHMAN. The question was in relation to whether under present legislation the handicapped child is really having his civil rights honored by the Federal programs in essence to where the Federal program is assured that each child is getting his share?

Dr. EDWARDS. Of courst there are many lawsuits, as you gentlemen well know, that have decided in favor of the civil rights of the handicapped, that local and State agencies must provide the educational services for these children. We would hopefully see increased Federal appropriations to assist the States and local school districts to do this.

Mr. LEHMAN. If you could write me a couple of paragraphs on that as to what we could do to help the gifted and homebound, I would like to receive that. Send it to my office and I will study it.

Dr. EDWARDS. All right. Mr. Weintraub would like to make a statement.

Mr. WEINTRAUB. We have made available to the committee members a yellow document which provides a summary of all of the litigation that is now going on in the country. There are approximately 20 States that are now in court over the question of handicapped children's right to an education. It is still amazing to us that in 1973 we still can say of the 7 million handicapped children, 6 million of school age, that only approximately 40 percent of them are receiving special education assistance, that 1 million children are still totally excluded from any educational opportunity at all, and we are saddened that it is necessary to have to bring this kind of issue to court, but in some ways it is the only way to get the Federal Government and State and local governments to come to grips with the fact that children should have a right to an education.

Mr. LEHMAN. Give me that in a paragraph, will you?

Chairman PERKINS. Mr. Forsythe?

Mr. FORSYTHE. Thank you, Mr. Chairman.

Thank you, Dr. Edwards, for a very good statement. I really don't want you to try and answer this here because I am sure you have not had time to look at it, but I would appreciate if you could get your comments on the Quie bill to us.

Dr. EDWARDS. We will ask the staff to do that.

Mr. FORSYTHE. Thank you very much.

[The information referred to follows:]

THE COUNCIL FOR EXCEPTIONAL CHILDREN,
May 21, 1973.

Hon. CARL PERKINS,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: As was requested of us during The Council for Exceptional Children testimony on H.R. 69 before your committee on Education and Labor, I am enclosing our comments on "A Bill to Amend Title I of the Elementary and Secondary Education Act of 1965 to provide for a more concerted and individualized attack on educational disadvantage based upon assessment of educational proficiency, and other purposes". I am sorry for the delay in our response, but we wanted to review the bill most carefully.

Sincerely,

Frederick J. Weintraub,
Assistant Executive Director for Governmental Relations.

Views of The Council for Exceptional Children on H.R. 5163—"A bill to amend Title I of the Elementary and Secondary Education Act of 1965 to provide for a more concerted and individualized attack on educational disadvantage based upon assessments of educational proficiency, and other purposes."

The Council for Exceptional Children supports the basic concept of H.R. 5163 to link federal education financial support monies to education, in this instance Title I of ESEA, to educational achievement. Despite years of federal assistance there still remains in almost all school districts throughout the country children who are excluded from education, children who fail to learn, and children whose potential is never challenged. It is important to note that in 1973, 50% of the 6 million handicapped children of school age and 13% of the gifted children of school age are receiving any special educational assistance.

These realities should not be interpreted as implying that present federal efforts such as Title I have been a failure. The reality is that no one really knows how successful or unsuccessful these programs have been in improving learning. The only measures of effectiveness that can legitimately be used presently are quantitative, such as how many programs are started, how many teachers are hired, and how many children are served. Other measures such as group achievement tests tell us that 60% of the children in a particular program improved 2 grade levels in reading, but these measures do not reflect concern for the 40% who didn't or those children in the 60% who were capable of doing better. H.R. 5163 provides the mechanism for focusing on the learning needs of the individual child rather than groups of children, through the use of individualized written educational plans setting objectives, procedures for achieving the objectives and evaluation criteria and procedures. The requirement that these plans be mutually agreed upon by the schools the parents and the child where appropriate is consistent with increasing litigation supporting the parental right to participate in educational decision making regarding their children, but even more importantly it may make the school and parents a united force to help children.

For these reasons The Council for Exceptional Children supports the provisions in HR. 5163 that directs funds to children's learning needs.

Section 131(7) established priorities for expenditures if sufficient funds are not available. Three priorities are given:

(*a*) children who are most severely educationally disadvantaged

(*b*) school attendance areas having the highest concentration of educationally disadvantaged children

(*c*) age groups or grade levels where the most effective results may be obtained

In addition, the Commissioner is required to assure by regulation that consideration is given to the most severely educationally disadvantaged. The Council believes strongly that priority should solely be given to priority (a) "children who are most severely educationally disadvantaged." Priorities (b) and (c) could legitimately be qualifiers or subpriorities under priority (a). Experience with the Vocational Rehabilitation Act and other federal programs has demonstrated a natural propensty for programs to move over time to the easiest cases, where turnover is greater, and statistics more impressive. Unless the law clearly places priority on severity, we feel that "the hard to reach, and hard to teach" will not receive the educational opportunities they need.

We are concerned about the proposed utilization of criterion referenced tests. We are concerned that such tests may have two biases. First they assume a goal of normalcy, that is that a child is doing well if he achieves at the median or above. A mentally retarded child 12 years old who reads at the second grade level may be achieving up to his ability, but would be considered educationally disadvantaged by the test. A gifted child 12 years old, who reads at the sixth grade level would not be considered by the test to be educationally disadvantaged, but in terms of his own ability would certainly be so. These tests may be a way of determing total state allocations, however we believe they should never be the sole criteria for determining eligibility. Second, there is growing concern among professionals and minority groups that many intellgence and achevement tests are biased to many subgroups in our nation. Increasingly the courts have been forced to step in and stop their usage. Therefore, if criterion referenced tests are to be used the law should require that they not be the sole criteria for a child's participation.

H.R. 5163 as noted earlier would result in significant change in the present status of relationships between schools, parents and children. This will require the re-education of many school personnel in order to make such change more than token. Therefore, we suggest that provisions be made for the inservice training of such persons and that provisions also be made for the training of parents to help them better function in their new roles.

Please be assured that the officers and staff of The Council for Exceptional Children will be available to you to assist in exploring these or other matters concerning this legislation.

Chairman PERKINS. Thank you, Dr. Edwards. I hope to see you when I get to Frankfort sometime. Good luck to you.

Our next witness is Mr. E. Clarke Ross, United Cerebral Palsy Associations, Inc., accompanied by Mr. Margaret Schilling, former executive director of United Cerebral Palsy Association of Detroit, Mich.

Without objection your prepared statement will be inserted in the record. You can proceed in any manner that you prefer.

[Statement follows:]

STATEMENT OF E. CLARK ROSS, FEDERAL PROGRAMS CONSULTANT, UNITED CEREBRAL PALSY ASSOCIATIONS, INC.

Mr. Chairman, I am E. Clarke Ross, Federal Programs Consultant and Assistant to the Washington Representative for United Cerebral Palsy Associations, Inc.

I am pleased to introduce to you our primary witness, Mrs. Margaret Schilling, UCPA Consultant in Services for the Physically Handicapped. Mrs. Schilling is presently involved in the UCPA Collaborative Infant Program as a site visit team member and advisory committee member. She is the retired Executive Director of United Cerebral Palsy Association of Detroit, Inc. and has many years of professional experience in serving the handicapped.

UCPA, Inc. appreciates very much the opportunity to appear before the General Subcommittee on Education in support of H.R. 69, the Elementary and Secondary Education Amendments of 1973. We, of course, are particularly concerned with those titles of the act that offer assistance in providing educational services to the handicapped.

United Cerebral Palsy Associations, Inc. have long been involved in both providing educational services and advocating increased public responsibility for the provision of such services.

The Elementary and Secondary Education Act has given the states a boost in intiating and expanding educational services to the handicapped. However, even with this assistance, not all of the handicapped, and especially the substantially and multiply handicapped, have received the education they require. A great deal remains to be done. ESEA must be extended. Its need will continue for quite a few years to come. We hope that this subcommittee will give special attention to the needs of substantially handicapped children.

UCPA PHILOSOPHY OF SPECIAL EDUCATION

A number of guiding educational principles has developed over the years within UCPA as professional, parental, and consumer opinion has matured and combined. Briefly stated, those principles include:

1. Handicapped children have the same needs as all children, as well as some that are uniquely their own. Integration with non-handicapped children, wherever possible, is a basic concept UCPA operates under.
2. Because physically handicapped children so often experience difficulties in making direct contact with their environment, the environment must be adapted to their special needs.

3. The education of multiply handicapped children has to be based on the combined efforts of many people: teachers, physicians, psychologists, therapists, social workers, aides, and most importantly, parents.

4. The comparison through standard instrument testing, of multiply handicapped children with non-handicapped children has been found to have limited value. Of far greater value is the measuring of the progress of the handicapped child as he matures, taking into consideration his strengths and weaknesses and the developmental patterns common to all children.

5. All children learn from day one and handicapped children, especially, need early intervention programs.

In keeping with the philosophy underlining these principles, UCPA educational programs attempt to achieve three general objectives.

1. To develop each child's potential in order that he may live as independent and fulfilled a life as possible.

2. To ameliorate the developmental lag created by slow neuromotor maturation.

3. To prepare the multiply handicapped child for academic achievement in a program as much like those offered nonhandicapped children as possible.

In working toward the fulfillment of these objectives, UCPA educational programs emphasize careful observation, individualized programs, small classes, continuing professional education, and increased parental involvement.

UCPA ENDORSEMENT OF BEH PHILOSOPHY AND EFFORTS

UCPA believes that the Bureau for the Education of the Handicapped (BEH) has played a very dynamic and innovated role in improving both quality of services and quantity of services since being established by PL 91-230 in 1969.

UCPA whoelheartedly endorses BEH's goal of achieving full educational opportunity for all handicapped children by 1980. We also concur with the statement of former U.S. Commissioner of Education, Sidney P. Marland, Jr.:

"The right of a handicapped child to the special education he needs is as basic to him as is the right of any other young citizen to an appropriate education in the public schools. It is unjust for our society to provide handicapped children with anything less than the full and educational opportunity they need to reach their maximum potential and attain rewarding satisfying lives."

THE NEED

According to BEH estimates, at least 10% of the nation's school age children (about 7 million children) are sufficiently handicapped to require special education. Of these, only 2.6 million are presently receiving any special education services at all and many of these are in private programs.

There are millions of children in the United States who are currently nonattenders. Unless a child has some means for entering the educational system, he is largely invisible. In a nation where there is a strong belief that everyone goes to school and that universal education is taking place, it is difficult to conceive that there are children who are not enrolled in the educational process. Almost every state has compulsory school attendance laws stating that parents do not have the right to deprive their children of an education. But the states themselves deny this right. Handicapped children, especially the substantially and multiply handicapped, are denied entrance into the system. Major reasons given by states are (1) cost and (2) complexity in educating such children.

Many public school programs that offer special education:

1. Do not serve the multiply and severely handicapped child,
2. Are inadequate and/or inappropriate for many of the handicapped children now being served by them,
3. Are not realistically goal oriented,
4. Are not cost effective.

A BEH survey of 15,000 school districts revealed that only one-half offered any special educational programming. The majority of these programs were classes only for the educable retarded and therapy only for the speech and hearing imparied. Multiply handicapped children are either being served in private programs at the parent's expense, are custodial cases in public institutions, or are neglected.

The challenge has been made a long time ago. Public schools have not yet responded to totally meet this challenge. Private programs cannot satisfy all the needs. Resources are scarce. Only through a system of public-private cooperation can the challenge ever be met.

UCPA HAS A ROLE TO PLAY

UCPA came into existence because cerebral palsied individuals with severe multiple dysfunctions were being written off and denied services. We have therefore used as our operating definition for cerebral palsy, a very broad one. Since cerebral palsy usually is accompanied with one or more other handicaps, our centers tend to be non-exclusionary in their admissions. We are therefore by tradition accustom to dealing with a wide spectrum of disabilities.

With the zero reject mandate of the courts in state after state, with the non-categorical approach for human services, with the trend toward mainstreaming and integration of children with handicaps into programs with their peers wherever possible, and with the continuing expansion of school system contracts with community agencies to serve the multiply and severely handicapped, UCPA, as an experienced professional deliverer of education services with parental and consumer oversight, has a major role to play in the future of educating the handicapped.

1. UCPA Infant Program

One of the most successful examples of public-private cooperation and one in which we are extremely proud—is the UCPA National Organized Collaborative Project to Provide Comprehensive Services to Handicapped Infants and their Families. Inaugurated in July 1971, the program is now funded through Part C of the Education of the Handicapped Act (Title VI of the Elementary and Secondary Education Act). (BEH grant number (0–71–4492). The program's original funding was through PL 90–538, the Handicapped Children's Early Education Assistance Act which has since been incorporated into Title VI.

The UCPA project is a component of a much larger network of projects funded by BEH for early intervention into the care of handicapped infants. The network's appropriation is $7.5 million out of a total of $12 million authorized. We are thrilled over the demonstrated achievable successes of both the network and the UCPA project.

Unlike most of the other projects funded by the Handicapped Children's Early Education Assistance Act, all of the centers utilized in the cooperative project have their own basic funding, so that the federal dollar acts as a *catalystic* dollar.

UCPA's first year project chose five exemplary centers—with diverse financial support, representing a variety of geographic areas, established policies for selection of children to be served, and potentially different ethnic groups. Universities, state agencies, and private agencies were all selected. Of four geographic areas, one serves a statewide area with mixed rural and urban population and two serve metropolitan areas.

Each center had its own delivery system, ranging from two weeks residential care, to once a month half-day sessions with parents and therapists.

Basic principles in the delivery system, it was agreed, would stress the importance of helping parents to cope with the problems involved in the care of handicapped children, by increasing the parents skills and knowledge, and providing a pattern of management which took cognizance of family structure and strengthened family relationships. Parent involvement was present in all centers and as a result most parents increased their skills and knowledge, not only in management of their handicapped children, but they were able to transfer this knowledge to other siblings and thus provide early input in learning for them.

(a) *Basic Objectives of the UCPA Project.*—A number of major objectives, all realized, were attempted by the UCPA project. They included:

1. To prepare tested models reflecting the content and process strategies utilized in the cross-disciplinary and cross-modality approach in developing and implementing the infant curriculum.
2. To foster transfer of atypical infants served by the project into generic community service programs.
3. To engender public support for extending public school programs for handicapped children to serve those three years of age or younger.

4. To foster the role of the parents as primary programmers without deleterious effect on the lifestyle of the family.

5. To train new teams by means of familiarization and orientation, development and reproduction of training materials and approaches.

(b) *Project Centers.*—The UCPA project included five centers scattered around the country:

1. Atypical Infant Development Program, Marin County, California.
2. University Hospital School, Iowa City, Iowa.
3. UCPA of Greater New Orleans, Inc., New Orleans, Louisiana.
4. Meeting Street School, Providence, Rhode Island.
5. UCLA Infant Program, University of California Medical Center, Los Angeles, California.

(c) *Target Population.*—In the intial group of children selected, 95% were "multiply handicapped"—crippled, deaf/blind, educable and trainable retarded, emotionally disturbed. Most of the children (92%) were under two years of age.

(d) *Major Results.*—Recent findings in research which highlighted (1) that babies learn within the first days of life and (2) that most learning in babies occurs through the neuro-sensory and neuro-motor avenues (touching, seeing, feeding, hearing, and relating) and that disability to these avenues constitute substantial obstacles to the learning process motivated UCPA to develop and demonstrate the cross-disciplinary/cross-modality approach in developing and implementing the infant curriculum.

The cross-disciplinary/cross-modality approach is a method of delivering therapeutic services in which two or more practitioners representing different professions teach each other their professional skills so that one of them can provide the several therapeutic services on approaches needed. Each member of the team retains professional (and creditial) accountability. The method can be particularly useful when an individual (e.g. an infant or young child) has multiple disabilities needing several different procedures or services but cannot tolerate excessive or inconsistent handling by several different persons and when an individual with multiple handicaps need highly integrated therapeutic approaches throughout his daily activity program. The term cross-disciplinary/cross-modality is used because different disciplines may be primarily concerned with different modalities while the individual may require an integrated program utilizing several modalities.

Research has demonstrated the importance of attachment behavor of babies with their parents. As such, the parents play a crucial role as the primary programmer in the cross-disciplinary/cross-modality.

STATISTICAL RESULTS—CLIENT FOLLOW-ALONG[1]

Item	UCPA	67 project network
1. Children screened	305	3,790
2. Children screened who need help	277	(2)
3. Children graduating to otner programs which would not previously accept them	19	492
4. Children placed in special education classes	42	425
5. Children who have progressed sufficiently to be approved for enrollment in regular Nursery schools, kindergartens, or day care programs for the coming school year	20	521
6. Number of children in other programs provided diagnostic or resource assistance	10	1,953
7. Parents served	455	(2)
8. Staff personnel receiving inservice training	52	2,796
9. Personnel outside the program trained by the program	14	3,953

[1] For the 1st year of operation, 1971–72.

[2] Not available by BEH.

Cost factors—UCPA project

Matching funds, 1971–72:	
UCPA	$27,300
Local centers	346,750
Federal	87,000
Total (a+b+c)	461,050
Average cost per child screened who required specialized help	1,664
Average Federal cost per child screened who required specialized help	314

(h) *Replication of the Projects.*—Since 1971, 153 other centers serving handicapped infants have replicated one of the models demonstrated by one of the 67 network projects in its entirety. Eighty-one other developmental centers for infants have replicated in part the models demonstrated by some of the 67 network projects.

During 1972, 45 agencies already serving over 600 infants have asked UCPA for training in the cross-disciplinary/cross-modality approach. This includes requests for staff training workshops, consultation, inter/team visitation, and the use of the project's site visit team. These programs are now providing primarily medical services to these 600 infants.

(i) *Proven Success.*—The UCPA Collaborative Infant Project has demonstrated what desirable effects early intervention can have on the development of severely and multiply handicapped infants. The cross-disciplinary/cross-modality approach has been developed and proven effective. This has required little federal matching monies.

2. UCPA Affiliate Involvement

Education is a basic service offered by UCPA affiliates to handicapped children denied entrance into the public school system. Attached are the returns of a survey by the UCPA Washington Office indicating tax supported funding of UCPA affiliate educational services. These affiliates are providing varied and creative services. The public sector is providing support to some of these affiliates. This is one reason that we hope the titles of the Elementary and Secondary Education Act which authorize support for the handicapped be extended.

COST FACTORS RELATED TO HANDICAPPED CHILDREN IN GENERAL

Dr. Edwin W. Martin, Associate Commissioner of BEH, has declared that "Educating the handicapped works; we are not wasting our time or our money." UCPA agrees that it is by far more cost effective to educate and train a handicapped person, enabling him to live at some degree of independence and contribute to society, rather than receive no such training and live a life of dependence in an institution. The important concept here is *the reduction of dependency.*

1. Cost Factors Relating to the Handicapped Population in General

According to BEH statistics, the minimum cost of maintaing a handicapped child within an institution (custodial care) is $4,000 per year. During a 60 year lifespan the total would be $240,000.

The State of Illinois has estimated that the average per resident cost of maintaining a handicapped child within a rehabilitation institution, whereby he receives some therapeutic services, is $10,000 per year or $600,000 during a 60 year lifespan.

A BEH study of children served under model projects receiving Early Education Assistance Act funding, reveals some interesting evidence. Seventy percent of the children who were judged unable to participate effectively in preschool or first grade programs were returned to public schools. The median cost for each child served came to $2,500 per year. The costs ranged from $500 to $10,000 per child per year. Even if 10 years of special education were required, it would cost $25,000, considerably less than a lifetime of institutional living. Such costs for educational services need not be that expensive. It is estimated that one-half of the physically handicapped children presently in special education classes remain in those classes for non-educational reasons, such as therapy, socialization, etc.

ALTERNATIVES TO EDUCATION

It does cost a considerable amount of money to provide educational services to severely and multiply handicapped children. In a time of cutbacks in federal funding of many types of services, the question will be asked—Is it worth the cost of educating severely involved people?

The answer to this question lies in an examination of the alternatives. One alternative is to support a handicapped person by the new Title VI of the Social Security Act for the rest of his life at a minimum of $130 per month. During a lifespan of 60 years, this support would total $171,600. This is a minimum cost to the public sector provided the individual can live at home with his parents or relatives.

Another alternative is institutionalization. As revealed previously this is quite costly. Income maintenance by itself without providing developmental program or institutionalizational providing only custodial care increases *dependency*. Neither promote increased independence. Neither will assist the handicapped individual to ever make a contribution to society.

A third alternative is, of course, something people shutter at—euthanasia. If you deny a person the services he requires to develop his potential and if you allow him to remain a dependent on society, this alternative *is* euthanasia of a type—by attrition. Bedfast care in a back ward of some institution, to UCPA, is no alternative at all.

UCPA CONCERN WITH REVENUE SHARING

UCPA has some reservations concerning the Administration's proposal to establish special educational revenue sharing in place of existing grants to states for education of the handicapped. Our experience in the past has clearly demonstrated that the handicapped, especially the severely and multiply handicapped, are forgotten and neglected in broad programs. Without earmarking and visibility, programs for handicapped persons just are not developed. We are afraid the handicapped will get left out if special educational revenue sharing is enacted.

CONCLUSION

To obtain adequate educational services for all handicapped children is a goal of UCPA. It should also be the goal and responsibility of the U.S. Congress.

As former Governor Robert W. Scott of North Carolina has declared:

"The time is overdue to re-examine the state role (and federal role) regarding education for the handicapped. . . . There will never be a stronger movement to improve programs for the handicapped unless disinterested policy-makers take it upon themselves to support the cause. It is certainly right. And the time is now."

Appendix—Returns of sample indicating funding support of selected UCPA affiliate educational programs

UCPA affiliates surveyed	26
UCPA affiliates responding	11
Private funding supporting UCPA affiliate educational services surveyed (1 affiliate did not supply this information)	$1, 073, 660
Tax supported funding supporting UCPA affiliate educational services surveyed	$718, 579
Total funding supporting UCPA affiliate educational services surveyed	$1, 792, 239
Number of school-age children provided educational services in the UCPA affiliate programs surveyed	1, 410
Number of pre-school children provided educational services in the UCPA affiliate programs surveyed	203
Total number of children provided educational services in UCPA affiliate programs surveyed	1, 613
Average per child cost of educational services in UCPA affiliate programs surveyed	$1, 111
Average tax-supported dollar per child cost of educational services in UCPA affiliate programs surveyed	$509

STATEMENT OF E. CLARKE ROSS, UNITED CEREBRAL PALSY ASSOCIATIONS, INC., ACCOMPANIED BY MRS. MARGARET SCHILLING, FORMER EXECUTIVE DIRECTOR OF UNITED CEREBRAL PALSY ASSOCIATION OF DETROIT, MICH.

Mr. Ross. My name is Clarke Ross. I am Federal program consultant and assistant to the Washington representative. Our primary witness today is Mrs. Margaret Schilling, who is presently working in a capacity as consultant for physically handicapped for UCPA. She is former executive director of our program in Detroit, Mich., and she is here to tell you about an infant program we are being funded for, as a site visit team member and advisory committee team member.

Since the Council of Exceptional Children addressed itself in detail to the various titles of the ESEA Act, we are not going to go into that in our oral statement. You have our written statement and we endorse CEC's statement. In our written statement we have emphasized three areas, one of which is the neglect of the education of the severally and multiply handicapped child, and in many cases this is the homebound child that was referred to earlier.

Secondly, in this connection there is the nonattenders. There are millions of children in the country who are in homes or institutions or private facilities who do not attend public schools. In a country that believe in a public education for every child, this is a serious crisis that must be addressed. If we are ever going to meet this educational challenge, we are going to have to form some cooperative efforts between the public and the private sector and this is a role that we see United Cerebral Palsy and other health agencies who have experience in working with State departments of education.

In this regard Mrs. Schilling is going to talked about a program and what we have achieved and what we are trying to get out of this and where we see the public sector come in.

Mrs. SCHILLING. I am sure that a few years ago it would have seemed almost improbable to talk about an infant program in terms of education. Yet those of us who have worked in the field and you yourself are well aware that learning begins at day 1 and continues throughout life. For some period of time United Cerebral Palsy has been concerned with those children who reached an educational age, but were not prepared to come into the educational system and over the years I have worked with United Cerebral Palsy, it has been interesting to see our own programs drop in age levels from those concerns we had that were 5 and over and then children 3 and over and now those children 1 day of age and older.

As part of a project chance under first chance network, United Cerebral Palsy is now manning a program which has a very formidable title of trying to determine what are the learning techniques for infants, how do you convey these to other professional people, and particularly to parents of the handicapped child so that as the youngster begins to develop some skills in the learning area, he is better prepared to approach the educational system in a more formalized way.

Taking as the base five centers who were equipped to deal with handicapped children and were already in existence so that they did not need a great deal of Federal funding, as a matter of fact about 20 percent more money with the already ongoing programs during 80 percent, the Federal dollar became the catalystic agent in the programs for the infants. The centers which were chosen were selected with care in order that there might be a wide variety of funding.

Some of these are private, some public, some under mental health, some under cerebral palsy, and others. Also that they might serve a wide geographic area, one from New Orleans, one in Providence, one on the west coast and one in Iowa. So we would have a mix of both ethnic groups and economic groups and also from those who served as wide an area as Iowa, the whole State, and as small, if one may call it as small an area as New Orleans a city. Therefore, we had a mix of people who were going to get the service, a mix of the area, and a mix of the funding.

And these five programs also had a mix in the delivery system. Some of them saw these infants once a month, helped the mother understand a little about what to do, and sent the child home. It moved all the way from that up to residential programs in Iowa where the baby came in for 2 weeks and stayed, the parents came and picked it up and took it home. Some of them saw the infants 5 days a week.

But in each instance the major problem was how can you help the parents of this handicapped child to cope better with his handicap without having deleterious effects on the total family?

All too often in the past those of us who have worked with handicapped children have focused so much attention on him that the family structure has been seriously hampered. Siblings have been jealous of the attention mother gave, husbands have been jealous of the attention mothers gave and there has been a breakdown in the family structure.

Our focus was how can we help these parents cope more adequately without a deleterious effect upon the family?

One of the things which we began to see almost immediately was that parents of handicapped children, particularly those with a birth handicap, live a fairly isolated life and with considerable anxiety and fear as to what to do with this child. The opening of the infant program to the parents of these youngsters gave them some feeling of security, somebody to lean on, and somebody to go to for answers. It also meant that those of us dealing with this child had to refocus how we were going to deliver the services to that youngster.

With a school-age child we were somewhat departmentalized in education and medical care. Here was a baby and you could not have 15 people handling this infant. How could we train one person to be the prime family person to whom we might look? Also how might we shift the delivery system so that we brought fathers into the treatment and education program?

We had to move out of this stereotype 8:30 to 4:30 kind of programing and began to recognize that many of these had to be delivered in the evening or on Saturday morning, and this has been a great growth for many of our professional staff.

The infant programs have also been concerned with how do you find out that this baby is really learning, what kind of education are you putting in and can you so devise a model which can be a program which can be packaged and delivered? If you have found out in Iowa or in Providence how best to treat this child that has a serious tongue thrust so the baby may feed him more adequately and he may begin to develop babbling which ultimately becomes speech, how can you package that either in tape, either in written material or in demonstration projects so that everybody who has similar children can learn how to do this?

Much of the system then had to be delivered within the home and this meant that many of our staff were having to become familiar with homebound programs because the baby cannot be taken out long distances many times 5 days a week to be brought into the centers.

So we were concerned with the parent involvement, being sure that both parents knew what was going on. We were sure with a tested model. We were also concerned also with the fact that communities must become aware that this is a long service, that the child whom you put so much time and effort into is ultimately coming into our educational system, and were they providing services so that youngsters had someplace to go after they got past the infant program? How could you in the last analysis begin to see that this was more than just the five centers?

We were deluged in the first year of the project with people who heard about the baby or infant program and wanted also to do it and yet we were not quite ready in that first year to do more than just disseminate information.

In the second year we have had interesting experiences in seeing spillover into other communities now ready. One of them is in your district, sir, the very interesting program in Ashland, Ky., which is just about ready to get off the ground.

Chairman Perkins. I am delighted.

Mrs. Schilling. They have a good preschool program and are beginning to look at how many infants they have and where can they move?

Chairman Perkins. We hope you will go back there and visit in that area again.

Mrs. Schilling. Paducah, Ky. also is intrigued with a different kind of thing for infants and I am very pleased to see this happen. This dissemination of knowledge is happening all over the country and I found it in my home city of Cadillac and I am sorry Mr. Lehman has gone, because he has two in his district, one in Dade County and one in Lakeland that in the second year are beginning to think we are not going to wait until the child is three, we are beginning at day 1 when this infant starts to learn and we are going to tell people how he does learn.

I think those of us who worked with children can know that children can control their environment by being fretful and we need to know why he is crying. So he has an educational process beginning at birth.

Chairman Perkins. That was a very good statement.

Mr. Forsythe?

Mr. Forsythe. I will say just that, a very good statement and a very, very interesting statement. Thank you very much.

Chairman Perkins. I have one question. You mentioned in your prepared testimony that comparing handicapped and nonhandicapped children by achievement tests was not fair to the handicapped child. How would you feel if the Congress were to add to the emphasis on achievement tests by amending title I to distribute all of the funds by test scores?

Mrs. Schilling. I think there are some valid scores for handicapped children and for testing them, but they do require extremely skillful people and people who know what they are testing. The valid score which you apply to the child who can speak or who can use his hands is not comparable with the kinds of things you can do with seriously involved cerebral palsy children, but there are scales and they can be devised and I would hope perhaps funds could be expended to revalidate some of the nonverbal skills into more adequate test scores which could be disseminated. It does require a skillfully trained psychologist to develop test scores.

Chairman PERKINS. That would take quite a few years to develop.

Mrs. SCHILLING. It is a long way down the road, but it is not impossible.

Chairman PERKINS. Thank you very much. We appreciate your appearance here today.

Our next witnesses are Mr. David Horowitz, associate superintendent of School Services, Philadelphia, Pa., Father Paul Curran, assistant superintendent of Archidiocesean Public Schools, and Mrs. Marie Schobert, president of Home and School Council.

Without objection, your prepared statements will be inserted in the record.

[The prepared statements follow:]

STATEMENT OF DAVID A. HOROWITZ, ASSOCIATE SUPERINTENDENT FOR SCHOOL SERVICES, PHILADELPHIA, PA.

I am David A. Horowitz, Associate Superintenfent of School Services of the School District of Philadelphia. Our school population of 289,000 is comprised of 59.8% Black, 2.8% Spanish surname, and 37% other.

A study by the Fels Institute in 1964 and an update survey in 1967 indicated that Philadelphia has 40% of the disadvantaged children in the state of Pennsylvania.

I present these facts for two reasons. First, to give you an indication of what the ethnic composition and educability factors of our school population. And, second, to provide you with some background data on the basic needs of our students. For these, and other reasons to follow, I wish to strongly endorse HR 69 and the continuance of the Elementary and Secondary Education Act (ESEA) as a categorical grant program. To wit, I would like to share some of the successes that have occurred under the present grant program.

As a result of ESEA Title III grants we have been able to create and put into operation Community and Magnet Schools, Career Development Programs, and Volunteer Training Programs.

Through Title II funds and local funding our school libraries, which averaged one book per child in 1965, now average seven books per child. Thereby, expanding the educational potential of each child.

The Title VII Bilingual Program, "Let's Be Amigos," is assisting Spanish surnamed kindergarten children to perform as well as Anglo kindergarten children, and the first-graders were reading at national norms. In Spanish, all students tested were reading 17 percentile points higher than did Spanish speaking sutdents of 1968.

Under Title VIII, we have developed a dropout prevention program (The Edison Project) which, after one year, has a dropout rate that is 12.2% lower than the host school. In this project, the average daily attendance of the participants over the school year was 78.1% as compared to a rate of 58.7% in some other schools.

Future historians will credit Title I ESEA as the turning point in the revitalization of our urban schools. Although still in its infancy, Title I programs have reversed the drastic downward achievement trends by enabling target pupils to attain and maintain improved rates of educational progress. With each succeeding year, experiences gained from the program are enabling school administrators and teachers to create learning environments which maximize each target child's potential for success. The improved conditions created by the program have dramatically improved community attitudes, and participation in the schools and related educational activities.

ESEA Title I program funds have also opened the door to many new opportunities for the schools and teachers. Target schools are now becoming more productive. Target school administrators are learning how to better deploy their staff and material resources to improve pupil achievement. Teachers in the target schools are becoming more effective in their methods of diagnosis, methods of individualization, and methods of classroom management. Collectively, these changes have given evidence to a series of successes which I would like to present at this time.

1. ONE POSITIVE EFFECT OF ESEA TITLE I HAS BEEN TO HALT THE DOWNHILL TREND IN PUPIL PERFORMANCE

Over the past five years, comprehensive evaluations of the progress of ESEA Title I children in Philadelphia have been undertaken on a system-wide and project-by-project basis. The results of the system-wide evaluations have shown that the negative rates of performance in reading for target population children have been halted, and in their place we find consistently positive rates of change. This is demonstrated by the fact that children in ESEA Title I designated schools are making gains in reading at the rate of 0.7 grade equivalents per year. Prior to compensatory programs reading gains were made at the rate of 0.4 grade equivalents per year. Thus reading achievement has increased by 75% since the inception of Title I.

The contributions of ESEA Title I can be seen even more dramatically by examining some of the data provided by individual project-by-project evaluations.

Reading Skills Centers

Evaluations of the Reading Skills Center project have shown that pupils with the most serious reading problems have made substantial gains in reading achievement whereas non-participating students have not. The project goal of improving reading comprehension at an average rate of two book levels per year was attained by 47% of the pupils with severe reading problems. In addition, the goal to raise 80% of the pupils' phonics skills to mastery level was achieved over a three year period (Figure 1 and 2).

English as a Second Language

English as a Second Language is an ESEA Title I project which has successfully improved the linguistic capacity of native Spanish-speaking pupils. Participating students made significantly greater gains in their general ability to use the English language. Repeated testing on an instrument to measure linguistic capacity showed that the average student increased his ability by 25% or 11 scale points.

Paired Schools Science Project

The Paired Schools Science Project is a science learning experience for sixth-grade children. The funds provided by the project permit these children to attend morning sessions at the Franklin Institute on seven-week cycles. Evaluations for the past five years have found the paired-school children scored significantly higher than matched non-participating students with regard to science achievement. More than 120 teachers in forty schools have been involved in the use of the facilities as an extension of their classroom as well as learning new instructional procedures.

Comprehensive Reading Project (K-12)

Analyses of the distribution of the reading scores of children participating in the Comprehensive Reading Project (K-12) have shown that the project has provided services which have tended to improve the rates of reading progress of the groups and have helped in reversing the trends toward drastic underachievement in target-area schools. From this comprehensive analysis of pupil achievement patterns, it seems as if the distribution of Title I funds had provided for program comparability. These program funds have provided learning environments which foster equal opportunities for success in reading. The present system of allocation seems to insure that 4th-, 5th-, and 6th-grade children will maintain their expected levels of performance in reading during succeeding school years. Therefore, those in the most-in-need group and at the lowest performance level in Philadelphia are expected to achieve patterns of progress that are statistically equivalent to those made by the least-in-need group at the highest performance levels.

2. A SECOND POSITIVE EFFECT OF ESEA TITLE I HAS BEEN TO INVOLVE PARENTS IN THE EDUCATIONAL PROCESS

A two-year longitudinal study of the attitudes and perceptions of 5,000 parents of Philadelphia school children was conducted. The findings, shown in Figure 3 of the study showed that parents of Title I children:

(1) are accurately informed about school affairs (including a knowledge about the ESEA Title I projects in their school),

(2) are active participants in school activities,

(3) have positive opinions about their schools.

It is important to note that these levels of participation and attitudes did not exist in 1965.

3. A THIRD POSITIVE EFFECT OF ESEA TITLE I HAS BEEN TO DEVELOP INFORMATION FOR UNDERSTANDING PROJECT OPERATION AND PROJECT SUCCESS

In addition, individual project scrutiny is supplying management with important information which will be used in the deployment of individual ESEA Title I projects as well as other educational projects. It has been noted from previous years' evaluation that some Title I projects tend to be more effective in some schools than in others. An examination of these data indicates that project impact is dependent upon the relationship and combined effect of the operation of the project and the operation of the school to which the project has been allocated. Therefore, in order to maximize the project effectiveness, school characteristics which are compatible with project goals are being identified. Once this is completed, projects can be deployed only to those schools which have the necessary combination of factors that lead to project success.

(a) Title I program funds have afforded educators an opportunity to discover a number of alternative ways to improve instruction. Through the variety of projects developed and administered through compensatory education, we are entering a new era where, through the use of systematic instructional evaluation data, we can apply new methods or techniques for deploying instructional strategies and practices.

We have found that ESEA Title I projects are helping us to determine what kinds of instructional settings and operational factors represent those conditions for success in the target area. For example, we have found that target children with severe problems are most productive in a totally individualized instructional setting. For target children who are more than one year below the national percentile in reading, we have found that semi-individualized (small-group) instructional settings are most effective. When taught in these kinds of instructional settings it was found that the rate at which target children acquire reading skills was proportional to the amount of time (hours per week) spent in the setting (see Figures 4 and 5).

Teachers in ESEA Title I schools are learning how to refine these promising techniques into more effective teaching-learning strategies. They are learning how to allocate their instructional time more efficiently and how to use instructional material in a more individualistic manner. Likewise, they are learning how to diagnose pupil needs more accurately and expose each child to a variety of experiences that maintain his motivation to learn.

(b) A program-wide study has shown that the Title I target population is *not a homogeneous group*, but actually four subgroups which range in level of achievements, range of educational and environmental needs, and rates of educational achievement.

As is shown in Table 1, the four identified groups range in needs. Each group also represents a different proportion of the population; however, about one-half of the population are those with the greatest need (47%). The table also shows that as the needs of the subgroups increase, so does the complexity of the planned projects. Correspondingly, the level of program funds for the groups increase—where the first priority or rank is given to the group with the greatest need.

Although not perfect as yet, the study has provided information that demonstrates that where proper alignments exist between the needs of the target subpopulations and the general programmatic thrusts, the rate of pupil performance is at its highest level. It seems that these kinds of evaluative information will permit the placement of intervention projects in a fashion that will satisfy the needs of the target population and hasten the reality of a method for concentrating compensatory resources.

In conclusion, may I state that HR 69 must be passed so that school districts such as ours can continue to implement programming for disadvantaged children where only real hope for success is provided by the additional resources made available by the Elementary and Secondary Education Act.

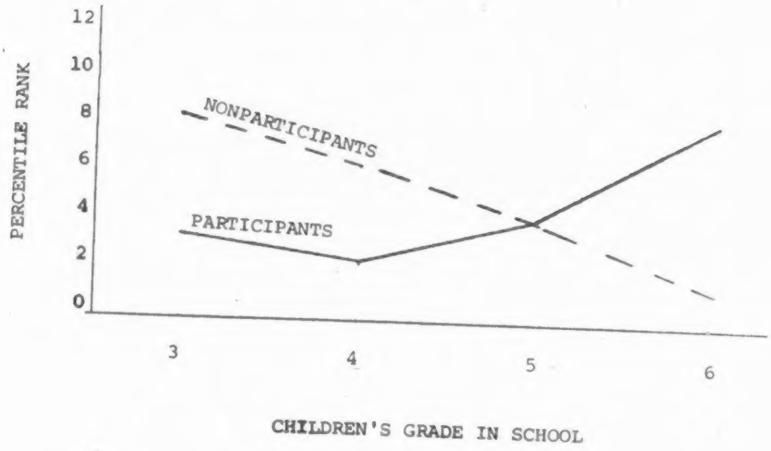

Fig. 2. Comparison between the reading achievement ranks of Title I participants and non-participants over grades 3 to 6.

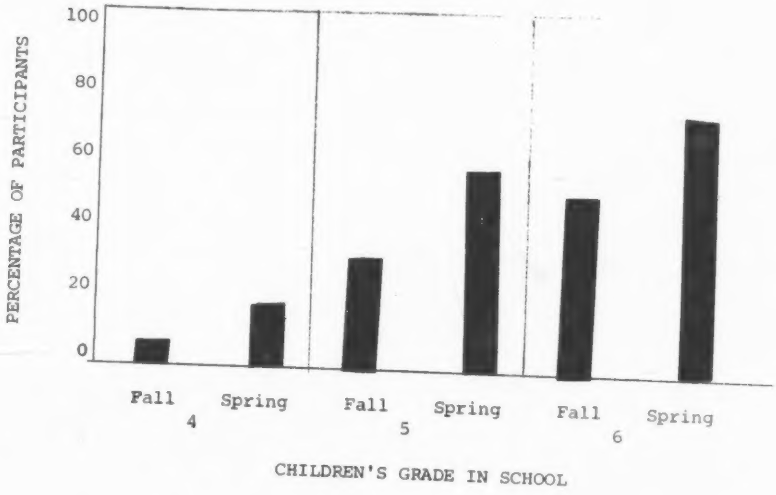

Fig. 1. Comparison in the rate at which Title I participants attain mastery of word-attack skills over grades 4 to 6 inclusive.

TABLE I.—TARGET POPULATION—DESCRIPTORS OF PROGRAM COMPLEXITY

Need of population	Percent of population	General programmatic thrust	Planned projects[1]	Program fund level[2]
Small	13	Enrichment, self-awareness, vocational aspiration.	1	4
Moderate	17	Alternative instructional projects	2	3
High	23	Individualization of instruction	3	2
Great	47	Remediation practices	4	1

[1] Levels of complexity. Rank 1=low, 4=high.
[2] Rank 1=highest, 4=low.

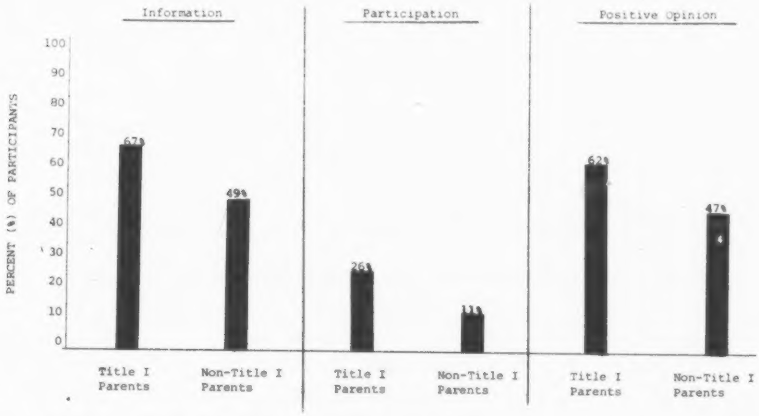

Fig. 3. Percentage of Title I and Non-Title I parents who received school information, participated in school activities, and reported positive opinion about their schools.

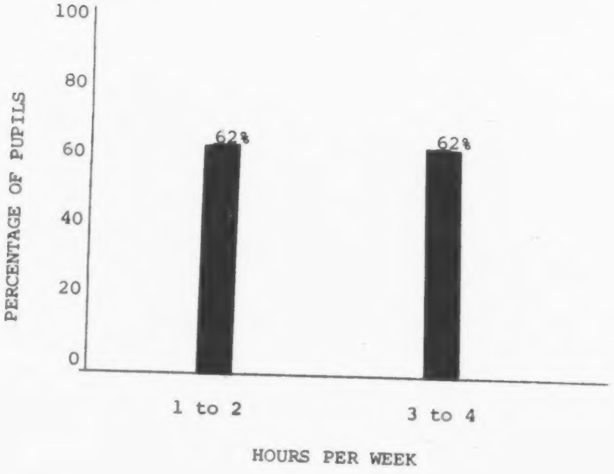

Fig. 4. Effects of pupil diagnostic and placement practices: comparisons of the number of pupils in "more individualized" instructional projects who attained normal growth in reading achievement over the school year.

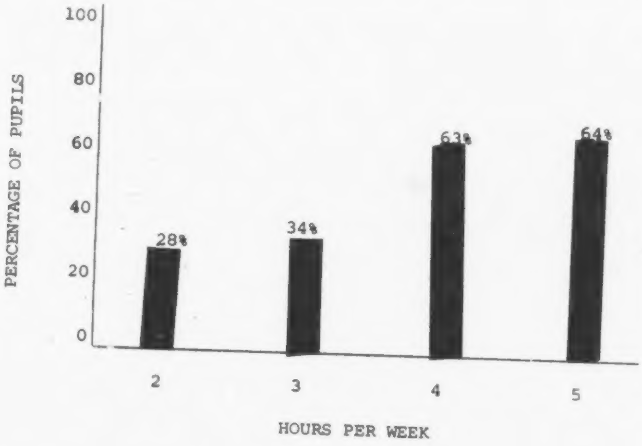

Fig. 5. Effects of pupil diagnostic and placement practices: Comparisons of the number of pupils in the "small groups" who attained normal growth in reading achievement over the school year.

STATEMENT OF MARIE SCHOBERT, PRESIDENT, PHILADELPHIA HOME AND SCHOOL COUNCIL

I am Marie Schobert, President of the Philadelphia Home and School Council, who with its 249 member Home and School Associations represent the parents of 285,000 children who attend the Philadelphia public schools. Approximately one half of those children are eligible to receive ESEA Title I programs. Because Philadelphia Home and School Council is vitally interested in and concerned for the education of all children, we find ourselves involved with many activities which are new experiences for us. Speaking before this prestigious body is just such an experience and I thank you for the opportunity to present our views.

In an effort to show the importance of continuing programs for our children, I would like to address myself to the impact these programs, in particular ESEA programs, have upon the life of a child.

There is no question that educationally deprived children benefit throughout various stages of their lives from the many ESEA programs provided by Federal funding. At the outset, early childhood education programs such as Head Start, Get Set or Follow Through help build firm foundations. In addition to early childhood programs such as these, students in our target area elementary schools have been provided the opportunity of participating in basic education programs such as reading, (Comprehensive District Reading program), mathematics (Resource Teachers and Special Mathematics projects), language arts (Staff development).

While many children make use of the books and materials found in Instructional Materials Centers, or from the services of a Library Assistant or Kindergarten Aide, some children will require the special help offered through Bilingual Education or English as a second language, funded by Title I and VII respectively, or other special educational programs (Multiple handicapped, Institutions for neglected and delinquent children, etc.)

Because of the diversity of the population in the city, children attending the urban schools represent many ethnic, economic, racial and religious backgrounds and therefore often present the need for alternative and motivational programs.

Programs such as Youth Serving Youth provide opportunities for students to give service to others while they are also receiving. The young adult is further serviced through college placement, career development, or teen-age parent programs.

Home and School Council as a volunteer parent organization whose thrust has always been the involvement of parents in the education of their children, appreciate the fact that many of these federal programs have parental involvement built into them.

Home and School Council as part of the ad hoc committee helped in the selection process of the ESEA Title I Parents Council. While serving for one year as an Alternate representative on the Parents Council, I participated in training sessions, and program observations, served as chairman of the Dissemination committee and chairman of the By-laws committee. At this time six members of the Home and School Council are serving on the Parents Council with the Parent Council's Vice Chairman serving as the Title I liason to Home and School Council.

No doubt there are statistics that would show the impact many of the programs have had upon children. As parents, however, we can measure the success of a program or service as we witness the growth and development of our children.

We would hope that you would not only maintain the present programs, but increase and extend them to all eligible children.

Philadelphia Home and School Council has been diligently pressing for financial help at the City and State level. We recognize the burdens placed upon the big cities with their diminishing tax base which no longer adequately meet the financial needs of our urban schools.

92 million dollars in Revenue Sharing money was turned over to Pennsylvania and Philadelphia had hopes of receiving part of this money as new money. Instead the Revenue Sharing money was used to pay the Philadelphia School District money already owed to it. If Revenue Sharing becomes the way monies are distributed, then we would urge that a committee, including Home

and School parents, be established to see that priorities are developed and met with adequate funding.

The Federal Government, which collects 64% of all tax revenues pays for only 7% of the cost of education.

For too long federal programs for education have not been fully funded which has added to the burdens of the big cities. If these funds are taken away, the school children of these cities will face even more disastrous problems. While we must continue to look to provide programs for the ESEA child we must also look to the needs of all children. (ESEA children must come from low income families, but just because they come from low income families does not mean they are educationally deprived).

It is cheaper by far to pay for an adequate educational system, than to pay for increases in crime, welfare rolls and unemployment.

To quote Congressman Eilberg "The best possible education is not a privilege—it is the right of every child".

Chairman PERKINS. Congressman Eilberg was here earlier this morning and made a statement before you arrived to introduce you. He regretted that he had to leave.

STATEMENTS OF PANEL CONSISTING OF DAVID HOROWITZ, ASSOCIATE SUPERINTENDENT FOR SCHOOL SERVICES, PHILADELPHIA, PA.; FATHER PAUL CURRAN, ASSISTANT SUPERINTENDENT OF ARCHDIOCESEAN PUBLIC SCHOOLS, PHILADELPHIA PA.; MARIE SCHOBERT, PRESIDENT OF HOME AND SCHOOL COUNCIL, PHILADELPHIA, PA.; THOMAS C. ROSICA, EXECUTIVE DIRECTOR, FEDERAL PROGRAMS; AND WALLACE DENT, CHAIRMAN, TITLE I PARENTS ADVISORY COUNCIL, PHILADELPHIA, PA.

Mr. HOROWITZ. With your indulgence, I would like to present the members of the Philadelphia Coalition. Starting at my left we have Mr. Wallace Dent, who appeared before your committee yesterday, who is the chairman of the Title I Parents Advisory Council for the city of Philadelphia.

Mrs. Marie Schobert, president of Home and School Council, representing approximately 300,000 parents in the city. Father Paul Curran, who is assistant superintendent of schools for Archdiocesean of Philadelphia, with whom I am, in effect, the liaison person between the Philadelphia public schools and the Diocesean schools of Phildelphia. And, Mr. Thomas Rosica to my right, executive director of Federal programs for the school district of Philadelphia.

Father CURRAN. Mr. Chairman and committee members, my name is Father Paul Curran, and I am assistant superintendent for the schools of the Archdiocese of the city.

Our schools serve the city of Philadelphia and the four surrounding suburban and rural counties. Within this area, we administer 275 elementary and 31 secondary schools, enrolling 207,000 students. Of this number of students, 120,000 attend school within the city of Phildaelphia. Almost 15 percent of these city students are members of minority groups, and 20 percent of them are not Catholic.

Let me begin by thanking you for the opportunity to share with you today our experience with the Elementary and Secondary Education Act. It is a particular honor to appear before you in the company of our friends and coworkers from Philadelphia. You have heard testimony from nonpublic school representatives from other parts of the country who have been disappointed in their participation in this law.

It is a pleasure to tell you that the intent of Congress has been realized in Philadelphia—educationally deprived children in nonpublic schools are being served. You cannot legislate mutual concern and good will, and that is at the heart of our success.

Philadephia's history of cooperation among all schools in a wide range of activities and concerns laid the groundwork for the excellent effects of this law in our area. But it is this law itself which uniquely has made that cooperation work for children. For that the Congress has a right to be proud, and we thank you.

Yet I would suggest that vigorous congressional insistence on equitability and on consultation in planning, implementing, and evaluating programs can foster such cooperation, even in situations that are not promising. Such consultation can be achieved by spelling out formal procedures requiring that non-public school representatives verify in writing that they were part of the planning and evaluating process, and that, in fact, non-public schoolchildren did receive a fair share of benefits.

I would note in this connection that the State Advisory Council for title III of this law has proven useful in Pennsylvania; similar councils for title I would seem desirable.

At this point, I would like to pass from the particular situation of non-public schools to the general impact of this law on children, wherever they attend school. First of all, what about title I? It is popular among some commentators to claim that this law failed to root out educational failures across this land.

My reaction is quite simple: Yes, title I has failed to solve all the problems. I suppose none of us fully realized the size of the task and the resources that would have to be devoted to this War Against Ignorance.

I recall listening to testimony in 1965 when this title was first proposed, and I am sure none of us foresaw the road. Furthermore, as I understand it, title I has never been fully funded according to the original perception of the Congress regarding the need.

Starting with this basic handicap, we have also had to contend with the characteristic of our national temperament which leads us to think that somehow we can quickly find the formula for easy solutions of complex problems. Let me deal briefly with my own reaction to some of the solutions now being proposed.

1. "Concentrate on a small number of students." In its most extreme form, the premise here seems to be that if you have not solved the problem completely, then put twice the money on half the children, and if that does not work, put four times the amount on one-fourth the number of qualifying children · and so on.

The National Advisory Council on the Education of Disadvantaged Children has clearly indicated the danger of spreading resources too thin. But one error should not beget the opposite extreme.

Thus, I would suggest the following notions for your consideration: A child needs what he needs. There is no magic amount of money which will solve every child's handicaps. Clearly the greater the handicap, the greater the amount of service that child should receive, but this does not automatically result in doing nothing at all for many other children.

Some children are not yet critically disadvantaged, and limited amounts of service can represent a critical intervention at the right time to prevent rather than remedy educational failure. The "either-or" mentality means that some children will get nothing when their teachers judge that a little help would go a long way.

2. "Concentrate only on those who are falling behind the most." This is a formula which penalizes success. I have been told that a non-public school in Harlem has been dropped from title I service because the children are doing too well.

Come back in 3 years—3 years with service—and this school may again qualify. Too bad about the damage done in the meantime. Here the Congress could help by rewarding rather than penalizing success.

Chairman **Perkins**. At this point I would ask you if the same thing would not happen under the Quie proposal, test scoring for allocation of funds?

Father **Curran**. Yes, unless there was some provision in that legislation to give incentive grants for schools that succeeded in bringing children closer to level.

Chairman **Perkins**. There is no provision in the bill.

Father **Curran**. Then I think there is a serious problem there in that event, because I see the danger of saying that if you succeed, you lose out. I do think that what will happen is that children who are beginning to progress and are then denied service, as far as my experience goes, after a while, they begin to fall back and they begin to requalify.

That is a very wasteful way to approach educational improvement of our children.

3. "Concentrate only on the very young." Prudence does suggest that the chances of success and of preventing harm are greatest during the early years of a child's life. But again, the "either-or" mentality would inhibit any effort of the Congress or of local schools to prevent a lost generation of educationally non-functioning children.

Let me stop there and simply repeat my belief that there are no easy answers, and that while we must be intolerant of waste and root out ill-conceived programs, we must recognize how much good has been done and see that the tide has begun to turn.

Without attempting to make any false generalizations, I would like you to know about one school in which the educationally disadvantaged children began to receive help under title I about a year and a half ago.

Those children have not completely caught up, but the children in one third grade with many educationally handicapped children made almost 2 years of progress in 1 year, and the fourth graders jumped a year and 4 months in reading. In another school located in the midst of great poverty, a concerted attack has been made, with the help of title I service, to zero in on the reading needs of the children.

There are failures, to be sure; but I am proud to report that the average child in the fifth, sixth, and seventh grade—the period when failure becomes so obvious—is now reading as well as or better than the national average for his or her age.

Sometimes, as the poet said, "We are only undefeated because we have gone on trying." Too many children are still not keeping pace; yet slowly but surely, children learn more, not less, each year. We dare not give up trying.

As one public school administrator put it to me, "Everybody knows what we have failed to cure through title I, but nobody knows how much we have prevented."

In summary, I would urge the retention of title I, adequate funding for it, and sufficient flexibility left at the local level to get the job done. My colleague, Sister Mary Arthur, IHM, spoke to you some weeks ago about title II. Let me support vehemently her conviction that title II has been most productive, and that now is not the time to let the task so well begun be abandoned.

We have tried to help ourselves, but the task is large. And here as elsewhere, you have planted a seed of hope for those who are struggling to develop the minds and hopes of children who need and deserve so much. It is not enough even to let this title endure as it is; it has been so helpful that is funding ought to be increased.

I am privileged to serve on the State advisory council for title III, and so from personal experience at the local and statewide level have seen this title achieve worthwhile objectives. Yet I am not blind to the fact that this title does not have many friends.

I can only suggest that any law which encourages taking chances to achieve worthwhile change will have its share of failures. The Nation which ventured to explore space must also explore ways to unlock the learning potential of its children, the trustees of the future.

For the Congress to insist on a clearer focus and more precise priorities would be appropriate, but to close the door on the thinking that motivated this title would be unfortunate.

Finally, I would like to make a brief comment on title VII of this law. The need to help children whose dominant language is not English has a special call on all of us, and we are trying for our part to respond to that call.

The amount of support found in this title is inadequate to meet this need, and the utilization of title I funds for this purpose still does not respond to the fact that some of these children live outside the target area. Indeed, it is too bad that many educationally disadvantaged children do not qualify for help because of an accident of geography.

In summary, I want to add my support to the words of those here with me. This law has done much good; we urge you to continue it. This Nation has many pressing priorities. The children whose case we urge have a special place in that list, for they call out to the great heart and abiding sense of justice of our people.

Chairman PERKINS. Thank you very much for an eloquent statement. Go ahead, Mr. Superintendent.

Mr. HOROWITZ. Mr. Chairman, Congressmen, and counsel, I would only underscore what has been offered by the testimony of Father Curran and go on from there with some very specific information regarding programs that have been operating in the city of Philadelphia, both for the public and for the parochial schools.

I am David Horowitz, associate superintendent for school services. Our public school population in Philadelphia is 289,000 comprised of 60 percent black, 3 percent Spanish surname, and 37 percent other.

Within this population we have a large number of both economically and educationally disadvantaged children. A study that was made by the Fels Institute of Local and State Government in 1964 revealed the fact that more than 40 percent of the educationally disadvantaged children in the entire State of Pennsylvania were enrolled in the public schools of Philadelphia.

And an update of that same study done in 1967 verified that, and as a matter of fact, brought the figure closer to 45 percent. We are faced in Philadelphia, as many other large cities are faced, with the cycle of poverty and all of its attendant ills resulting in high rates of juvenile delinquency, poor housing, nutritional problems, family dislocation problems, and you know these as well as we do.

I present these facts for two reasons. First of all to indicate what the ethnic composition of our school enrollment is and the educability factors of our school populations. For these and other reasons, I wish to strongly endorse House Bill 69 and the continuance of the Elmentary and Secondary Education Act as a categorical grant program.

I therefore would like to share with you and members of your committee some of the successes that have occurred under the present grant program. As a result of Title III of ESEA we have been able to create and put in operation a number of community and magnet schools, career development programs and volunteer training programs.

We presently have in the city of Philadelphia more then 6,000 volunteers who assist in various ways the instructional programs throughout the city of Phildaelphia. Through title II funds and local funding, our school libraries, which in 1965 had the dismal record of an average of one book per child on roll in school libraries, have been brought up to the figure of about seven books per child.

That is still below the national standard, but certainly 700 percent better than it was back in 1965. The Title VII Bilingual program, the program we call the Let's Be Amigos, is a program for children in kindergarten through grade 3. This has done great good for hundreds of Spanish surnamed children.

It has raised their ability to use the English language. It has given them a respect for their own language, and their own culture. It has enabled them to proceed and to learn how to read better than they could have done without the benefits of this program.

Under title VIII, we have a dropout prevention program attached to a high school in our city located in one of the poorest sections of the city, and reflecting all of the possible negative effects of urban life on the school population. Because of this program, we have been able to reduce the dropout rate for these high school children by about 13 percent. We have been able to raise the attendance rate to 78 percent as compared with less than 60 percent as an attendance rate for the school from which these students have come. I believe and believe strongly that future historians will credit ESEA as the turning point in the revitalization of our urban schools.

Although still in its infancy, title I programs, and I want to emphasize this next fact, have reversed the drastic downward achievement trends by enabling target schools, as we term them, to attain and maintain improved rates of educational progress.

We have data to support what I am saying here.

Chairman PERKINS. Mr. Superintendent, I sometimes shudder to think what may have happened during all the turmoil in 1968, and 1970 in our school systems, but for the title I programs.

Do you agree with me?

Mr. HOROWITZ. Sir, I would not only agree with you, but I would venture to the following. Number one, that the public school system of Philadelphia would have gone down the drain completely and utter chaos would have been created in the total communities of Philadelphia.

I believe that and believe it strongly. We have been able through educational additives and advantages to more than 100,000 children and in the participation of thousands of parents who have learned to understand and support what the school is doing, to really offset what otherwise might have happeneed in the big city and the big city was a tinderbox, a powder keg as a matter of fact.

I would support completely what you have said, sir.

ESEA title I programs have opened the door to many new opportunities for schools and for children. They have learned to be more productive. Administrators have learned to use their personnel in better ways and to deploy their services in ways that have been more productive.

They have learned to diagnose and pay more attention to the individual needs of children. They have learned to experiment and to try other means of meeting the problems, the very difficult problems that are faced in most of our city schools.

One of the positive effects, as I have already indicated, has been to halt the downward trend of pupil performance. This is especially true in the basic skills of reading and in arithmetic. We have found that prior to the use of and the infusion of title I money, that our reading scores and reading, of course, is the major educational problem in all of the big urban centers, the reading scores kept slipping and going downward year after year, and pupils in many of our schools were making on the average of about two-fifths of a year's progress.

Chairman PERKINS. Right at that point, if we shifted to the so-called Quie approach, going on a test scores basis, and the funds were jerked out from under them, what would happen to those children whose reading scores were going up?

Mr. HOROWITZ. I would like to give you an illustration, if I may, Congressman. It is my firm belief that for the poor children in Philadelphia, there has to be continued support through their educational experience. If any time, when they begin to show progress, you withdraw the props, those children are going to slide back.

I think the strongest evidence for that has been the evaluation and research that was done on the Headstart program which showed very clearly that once the additional supports of various kinds were withdrawn and the children entered into the mainstream they began to slip back.

We have in Philadelphia what we call the Follow-Through program which has picked up the Get Set program, the Headstart program, and carry those children into kindergarten, grades 1, 2, and 3.

We have solidified evidence to show that with the continuation of the various kinds of support given to these children, that they are doing far better than any other comparable group of children in the city of Philadelphia.

Again, to say it and say it very briefly, I believe for poor children who come to us with a great many disadvantages, supports must be continued throughout their school careers. To pull it back at any point means you are taking a strong risk and it is almost a certainty that they are going to back slide again.

Chairman PERKINS. One further question in regard to allocation of money. Is it your judgment that the formula that we used in 1965, which is the outmoded census data, a proper and equitable approach in distributing funds on the income levels where we can follow the census tract as we have been doing in title I?

Mr. HOROWITZ. Congressman, I would say that I do not think it is the perfect formula, and I do not know what could be the perfect formula, but it seems to be the best one that I know off and that I have analyzed to date.

Chairman PERKINS. All right. Thank you.

Mr. HOROWITZ. I started to say that the average increase in achievement among children in a great many of our schools, schools that are now benefiting under title I in reading, in the basic skill of reading, was about two-fifths of a year within a year's time.

We have found now, and we have evidence to demonstrate this, that they are showing gains of about seven-tenths of a year. That takes a lot of doing and it is due to a lot of concentrated work, new services, new materials, the training of staff, and everything else that goes into the upgrading of a part of the school curriculum that needed attention and continue to need attention in our city.

We have found that in a reading skills program which is partially funded by title I and also has other sources of funding, that 47 percent of the children in this program, about 5,000 children, progressed at two book levels per year, which is very unusual and very atypical as compared with other children who have not benefited from this kind of opportunity and service.

"English As a Second Language" is another one of the stars in our crown for the use of title I money in Philadelphia. We have now about 8,000 children in our public schools in Philadelphia with Spanish surnames.

A great many of them come to us with either no facility in the English language or a very weak facility in the English language, and we have used title I money to give them extra attention to meet their needs to deal with the problems they have, to make them feel secure in the public school situation. They have progressed much better than they otherwise could have progressed.

We have at the present time a comprehensive reading program that ranges from kindergarten to grade 12 in our school using monies from title I, money from the operating budget of the school system, and here again, there has been a noticeable and a fairly significant upturn in results since we have been concentrating on this particular part of the school curriculum.

A very positive figure that I have alluded to has been the involvement of parents in the educational process. We have a 2-year longitudinal sampling study of about 5,000 parents whose children are benefiting from various title I programs.

We have found that these parents are more actively informed. They are by far more supportive of what the school is trying to do, and have much more positive attitudes about the schools which we believe is a decided plus in the way their own children regard the schools, and regarding the educational services of the schools.

A third very positive effect of ESEA title I has been to develop information for understanding how the projects operate, and also to inform the parents of children directly involved and the general public as to what is happening in title I.

Project scrutiny is supplying information that is very helpful in improving instruction. They have done this at a better rate, and can be far more creative than was the situation prior to 1965.

We have found that different children, it is not a novel thing, but we have been able to apply the knowledge that we already have, that different children learn in different ways. Some learn in tutoring situations; some in small group situations; some with one kind of material, and some with another kind of material.

All of this kind of flexibility and the ability to do these kind of things have been made possible for us because of title I. I would say again, as Father Curran has said to you, we do not have the final nor the total answer, and we are not here to tell you that we have a great success story, but we are here to tell you in very positive terms that title I has been of great benefit to approximately 140,000 children in the city of Philadelphia, both public and parochial school children.

We dread to think of what might have happened in these past 6 or 7 years without the support. And therefore, in conclusion, Congressman Perkins, I would like to state to you very, very positively that H.R. 69 must be passed so that school districts, such as ours, can continue to implement programing for disadvantaged children where only real hope for success is provided by the additional resources that have been made, and we hope will continue to be made to us through the Elementary and Secondary Education Act.

Chairman PERKINS. If we were to delay this authorization until next year, what would be the impact upon the schools of the country where they are presently receiving title I monye?

Mr. HOROWITZ. I think the impact would be disastrous, and conditions created would be chaotic. I have stated this before our own Department of Education in the State of Pennsylvania.

Chairman PERKINS. Do you have another witness.

Mr. HOROWITZ. Yes. Mrs. Marie Schobert, president of our Philadelphia Home and School Council.

Chairman PERKINS. We are delighted to hear from you.

Mrs. SCHOBERT. Thank you. I appreicate very much the opportunity to join with the administrators. I am speaking not as an administrator, but as a parent of children who have attended the public schools of Philadelphia.

Today I am here speaking as president of the Philadelphia Home and School Council. With our 240 member home and school association. we represent the parents of the 285,000 children who attend the Philadelphia public schools.

Approximately one-half of those children are eligible to receive ESEA title I programs. Because Home and School Council is vitally interested in and concerned for the education of all children, we find ourselves involved in many activities and speaking before this prestigious body is just another one of those few and wonderful experiences for us.

I mentioned the fact that I have children who attended the Philadelphia public schools. They attended a title I school. I have seen the difference in the services and in the materials available to that school and to the children from the time my daughter attended that school until my son entered that school.

In our effort to show the importance of continuing programs for our children, I would like to address myself to the impact these programs and in particular ESEA programs have upon the life of a child.

There is no question that the educationally deprived children benefit through various stages of their life from the many ESEA programs provided by Federal funding. At the outset, early childhood education programs such as Head Start and Get Set or Follow Through help build foundations.

In addition to early childhood programs such as these, the students in our target area elementary schools have been provided the opportunity of participating in basic education programs such as reading, and Mr. Horowitz did describe to your their district reading programs.

In mathematics, we have resource teachers and Home and School Council has been involved with both early childhood networks and mathematics departments in preparing a booklet which we will be sending out, and working with parents of the very young children, involving them at the very early age of 3 through 5 in the education of their children.

Referring to the language arts, I think of the learning centers where we concentrate our efforts upon the children who have problems and more particularly to the summer program, the LARC, where we have the camp experience as well as the learning experience for the children.

While many children make use of the books and materials that are found in the instructional material centers, I have to stop here and think back to the time when our school had a very, very few books upon the shelves in our school library.

One of the yearly projects that the home and school association would undertake would be to purchase books to help supplement what was there. We would also prepare the books for the shelves, so they would be useful and available to the students.

We also would service the library. Title I has provided these additional much needed books. They have provided services in instructional materials centers. Our children also benefit from the services of the library assistant or kindergarten aides and some children require special help offered through bilingual education or English as a second language.

I have had the opportunity to observe some of the bilingual programs and was deeply impressed with the observations that I saw. The children in their small group working with that particular teacher, it was obvious that a warm relationship had developed.

The comfort with which they worked together again was obvious, plus the out and out knowledge that they were gaining, the identification of objects which then progressed into the ability to read.

Those programs are funded through title I and title VII respectively. There are other special education programs which particular children use and those are the multiple handicapped, the institutions for neglected and delinquent children, and so on.

Because of the diversity of the population in the city, children attending the urban schools represent many ethnic, economic, racial and religious backgrounds, and therefore, often present a need for alternative programs and motivational programs.

Along these lines, I had the opportunity to spend 2 days with the teachers and the staff dealing with the affective education program which is a title I program. To see these teachers very much concerned about the students with whom they are working, the urban children, looking to themselves, looking to the children, working together as groups, working together and applying the techniques that they learned on that weekend session to their classes was very impressive to me.

I appreciated the opportunity to involve myself in that program as well. The program such as youth serving youth provided opportunities to students to give service to others while they are also receiving, and they are further serviced through college placement, career development or teenage-parent programs.

Home and School Council is a volunteer parent's organization whose thrust has been involvement of parents in the education of the children, and we appreciate the fact that many programs have parental involvement built into them.

While serving for 1 year as alternate representative on the parents' council, I participated in training sessions and also the program observations that I mentioned, and I served as chairman of the Dissemination Committee, and I must say that the observations that we were able to participate in were helpful in disseminating information and talking with parents one-to-one or in group meetings.

I also served as chairman of the Bylaws Committee for the parents' council. At this time, six members of Home and School Council are serving on the parents' council and we have the parents' council vice chairman serving as title I aide to Home and School Council.

There are statistics, and Mr. Horowitz referred to some of them, which would show the impact that the program has had on children, but as parents, we measure the success of the programs and services that our children receive by growth and development that we see in our children.

We hope that you would not only maintain the present programs, but increase and extend them to all eligible children. Philadelphia Home and School Council has been diligently pressing for financial help at the city and State level, and we recognize the burdens placed upon the big cities with their diminishing tax base which no longer adequately meets the financial needs of our urban schools.

$92 million in revenue sharing money was turned over to Pennsylvania, and Philadelphia has hopes of receiving part of this new money, and instead revenue sharing money was used to pay the Philadelphia school district money that was already owed to it.

And, having gone through this experience, I personally have reviewed my own thinking on revenue sharing, and I can appreciate the categorical aid of title I. If revenue sharing becomes the way that monies are to be distributed, then we would urge a committee, including home and school parents, be established to see that the priorities are developed and met with adequate funding.

The Federal Government which collects 64 percent of all tax revenues pays only 7 percent of the cost of the education. For too long Federal programs for education have not been fully funded, which has added to the burdens of the big cities.

If these funds are taken away, the school children of these big cities will face even more disastrous problems. While we must continue to look to provide programs for the ESEA child, we must also look to the needs of all children. The ESEA children must come from low-income families, but just because they come from low-income families does not mean that they are educationally deprived.

It is cheaper by far to pay for adequate educational system then to pay for increases in crime, welfare rolls, and unemployment. And to quote Congressman Eilberg, who you said had been in previously, he says, "The best possible education is not a privilege, it is the right of every child."

We would agree.

Chairman Perkins. A very good statement.

Mr. Forsythe?

Mr. Forsythe. Thank you, Mr. Chairman.

I do have a few questions. Father Curran, I gathered the thrust of your statement was largely in many ways concerned with the "either-or" complex, either you concentrate on just the small number, and I certainly would agree that this is a great danger.

I would point out that I am convinced that the Quie bill does not penalize the upward movement and cut off on that kind of basis. It is dealing with State allocation on a testing basis rather than economic deprivation as the sole measure of the need to channel these funds into the States.

That does follow on through at the State level, but in and of itself, it does not cut off where movement is detected. I would agree that it should not, because if you start to help a child and cut him off, you are pulling the rug out from under him.

Father CURRAN. It is like getting a case of diabetes under control, and, when it is just about stabilized, saying that you cannot have anymore medication of any kind. I think there is a great danger in that approach. I am reassured to hear that the language will not cut off such children who begin to make progress.

Mr. FORSYTHE. Of course, again underlying your statement and all of the rest of your delegation, as I think with most of the witnesses who we hearing on this very serious problem, it really is a question of enough money in the schools to deliver a good quality education across the board.

Thank you very much, Father Curran.

Mr. Horowitz, are you saying that without categorical restrictions, assuming you had the money, that none of the good out of these programs that you document here would have happened in the Philadelphia school system?

Mr. HOROWITZ. I am sayng absolutely, sir, if we had not had the benefits of the various programs under ESEA over the last 7 or 8 years, that there would have been complete chaos in the Philadelphia public schools, and I believe in the Philadelphia community as well.

Mr. FORSYTHE. What would have happened to the money? Remember I said, assuming you had the money. You say that the real reason why it was successful was that the programs were so structured under the categorical system.

Mr. HOROWITZ. One of my concerns would have been, and I am not sure this is implied in what you are saying, that the money would be channeled through the State, and that there would be allocations made in that way.

Mr. FORSYTHE. That is what I am saying, assuming that you received the dollars.

Mr. HOROWITZ. We have concerns as to whether the safeguards would be strong enough to really focus and allocate the money where it was needed most of all. If you are saying to us that we would have the right to determine our priorities, and that there would be flexibility in order to do that, I think that would be a different kind of thing.

But, we have had experience in other kinds of programs and other kinds of funding where the outcome has not been a very happy one as for example, in special education.

Mr. FORSYTHE. Really that is what I was trying to say that you had the flexibility, on that premise, that you got the money, and you administering the schools, would have the flexibility to develop the programs within the Philadelphia school district to do the things that you are saying have happened so well here.

Mr. HOROWITZ. May Mr. Rosica respond as well?

Mr. FORSYTHE. Yes.

Mr. ROSICA. Congressman Forsythe, I think one of our principal concerns, and Mr. Horowitz alluded to that, was the development of a formula, very candidly, which would benefit a city such as Philadelphia and major urban centers.

When we talk to State control over programs, we point very quickly to a State grant program which is title VI of the Elementary and Secondary Education Act. Under that particular grant program, the State has discretion by a State plan in the distribution of its funds.

The city of Philadelphia, which has a significantly higher percentage of handicapped children than any other county in the State of Pennsylvania, in fact we probably have 10 times as many as any county in Pennsylvania, 40 percent of the handicapped children, receives $20,000 as an allocation which is the same amount of money which is allocated to every county in the State of Pennsylvania.

What we are saying essentially is that if you are establishing a categorical program such as title I with a formula which safeguards us so that the funds will get to the target population, that is the kind of program which does benefit us and which we strongly support, and our concern is that with any other type of formula where you may spread the resources more thinly so that you have a different kind of target population, that we would be significantly affected and a great many children profiting from title I would no longer be recipients of this particular aid.

Mr. FORSYTHE. I think we come out in agreement with the proposition, that assuming that the money is delivered to the Philadelphia school system, it is not the programs themselves that are the crucial point, but you want to be sure that it gets through that State Department of Education.

Mr. HOROWITZ. I would say yes, sir, and that is one of our concerns.

Mr. FORSYTHE. Thank you very much.

Mrs. Schobert, on this area of parental involvement, and I certainly agree with you, and here again, as I understand the Quie bill, it places great emphasis, and is one of the areas where schools have far too long not really related to their community because they have not drawn the parents in, and I applaud you on your support of that type of an involvement by the parents, and I wish we could see it in a lot more schools.

Chairman PERKINS. Let me interrupt the gentleman a minute. I am going to leave, and Mr. Lehman will conclude the hearings, but I want to thank the distinguished panel for your appearance and all of the assistance you have given the committee on this occasion and in the past.

No one will be cut off. You can go right on, Mr. Forsythe, you and Mr. Towell, and Mr. Lehman will preside.

Mr. HOROWITZ. Mr. Chairman, may I say for our group that we thank you and your colleagues for this opportunity to present what we think is important to the city of Philadelphia.

Chairman PERKINS. You have made an eloquent statement.

Mr. FORSYTHE. To continue your statement about the revenue sharing, general revenue sharing having come to Pennsylvania, and you said that none of it came to the Philadelphia schools. Do I interpret that as also saying there was no increase to State funding for education to Philadelphia over the preceding fiscal year? Maybe Mr. Horowitz could answer.

Mr. HOROWITZ. Yes. I would like to react to that. Because of the general revenue sharing, there was no increase at all in the reimbursement to the Philadelphia public schools because of the general revenue sharing.

Mrs. Schobert referred to the fact that there were $16 million due anyhow from the State for special education reimbursement. That amount of money was due us anyhow.

If there were no revenue sharing, we were entitled to this money from the Commonwealth of Pennsylvania.

Mr. FORSYTHE. As you may well know, I am not far from Philadelphia. I am right across the river, and I am somewhat aware of the great problems that the Philadelphia school system has been experiencing, and I must say that I am very distressed about that school system.

Unfortunately, in a way, just because of the way the media in our area sometimes think that New Jersey is also damned by some of the things that happen in Philadelphia. You made the statement, Mrs. Schobert, that the Federal Government, which collects 64 percent of all tax revenues, pays for only 7 percent of the cost of education.

I, for one, feel that the Federal involvement, particularly in secondary and elementary education, must grow and certainly in view of the court decisions which are getting fairly close to us in this whole question of equality of funding is going to be a real big issue, and I think the Federal response must grow.

But, I would point out that really in our whole history, education has been the responsibility of the States, and there is a very logical reason why this is the existing situation. I wonder if we are doing enough again at the State level to make sure they are carrying their load in State funding of education.

The record, just on the basis of the previous statements, certainly is not very good in Pennsylvania.

Mr. HOROWITZ. I would say that the State support for the public schools of Philadelphia has risen from a low point of about 35 percent about 4 or 5 years ago to almost 55 percent now, and that still is not adequate, and it seems to me, and this is an opinion only, that we are running out the string on the kind of support that we anticipate is needed now and for the years ahead, both from State and from local sources.

It seems to me, and again this is a personal view, that the future of public education, and I might say, education of nonpublic schools as well, will have to look to Federal sources.

Mrs. SCHOBERT. May I add that Philadelphia Home and School Council recognizes that education is the responsibility of all three levels of government. With this in mind, we have gone to the local sources and in fact, just the last week I appeared at the city council.

We have gone to the State level and are here today. We have been shifted back and forth, but we will go where we have to go because our children's lives are at stake.

Mr. FORSYTHE. I would comment that the pockets are really all the same, and it is all tax dollars, and also that, in the last 2 years that I have been here, I have become alarmed at money that goes through this city which sometimes has too much of a cost getting back to the local level and this goes on with my concern of trying to see perhaps that the money has less bureaucratic problems here, and gets more directly to education at its source along with other programs.

I wanted to compliment you on your statement, "Because children come from low-income families does not mean they are educationally deprived."

And, I think this is again where the Quie bill is trying to reach at really a better way of measuring, that we really are talking about in the educational system, of getting at the educationally deprived, conceding that we cannot target too narrowly on all of the other things that are set.

But, it seems to me that to use 1960 census figures on economic factors alone is hardly the best way, and we must look further.

Mrs. SCHOBERT. But we need adequate fundng.

Mr. FORSYTHE. That, of course, is not solely in the hands of this committee.

Thank you very much.

Mr. LEHMAN (presiding). May I add one other thing. In my own district, we find out that the people with problem children, especially those that have handicaps, gravitate toward urban areas because that is only where they can get the services and support they need.

That is a fact in Florida, in south Florida and in Dade County. Are you able to substantiate that as a generalization throughout the country?

Mr. HOROWITZ. Mr. Chairman, would also say that is a fact for the city of Philadelphia because of the diversity and the range of services for handcapped children in various categories, parents will chose to come within the Philadelphia public school district to avail themselves of services that are not available in smaller school districts.

This has become particularly true within the last year when the State legislature passed, and upheld by the Federal court, The Right to Education Decree, which now entitles children who formerly were excluded from public school services in education to be served by and to receive the same benefits as any other children who are enrolled in our school system.

Mr. LEHMAN. To extend that one step further, and then I will call on Mr. Towell, if the funds were block granted to the State boards in our own State, I am not very hopeful that the big city school systems would get their proportionate share based on a historical allocation of such aid to the big city schools.

Mr. HOROWITZ. We are not optimistic either, unless there are certain safeguards that are built into the block grants that recognize the variations in the size and scope of the problem that exists in an urban setting such as Philadelphia.

Mr. LEHMAN. Thank you.

Mr. Towell?

Mr. TOWELL. I think most of us agree that there is a need for money for education and I think the discussion basically this morning, as it has been with other witnesses, is just to decide what is the best economical way to get the money from Washington to you in Philadelphia, or wherever you might be, or to my colleague's schools down in Florida or New Jersey. So that is basically where the debate lies.

One point that I would like to stress to this committee, and I have said it to some of the other witnesses who have come before us, is the need for parental involvement. We can see so many of these programs will help for a 6-month period or maybe a year period, but if you do not have the community and the parents involved in them, the curve shows that the child goes back to where he was the year before.

So, I could, this morning, stress that point that I hope you will continue your efforts in parental involvement. If any of you care to comment on that, I would appreciate a comment.

Mr. **Horowitz.** Mr. Dent, chairman of our Title I Advisory Committee for the city of Philadelphia, I believe can comment on that.

Mr. **Dent.** Mr. Towell, I made a statement yesterday, and that is why I was not making one today. But, I would like to comment on this again, and we certainly stress the involvement of parents and in as many phases of the title I program as possible.

We set about to do just that in Philadelphia. I think going back to some of the testimony that you have received in the past couple of days, you will find that the majority of the parents councils do stress the involvement of parents, but we are looking to the Congress or to the legislature to give us additional teeth where we may need it, because I am sure it has been noted throughout the country that some school districts have not been that receptive to parents coming to the school.

We hope this trend will be changing. Certainly in Philadelphia, we have moved in this direction, and we are looking to the title I people in Washington to help us out in this area, and to give us the needed legislation to give us the necessary people in order to become a part of the entire school family.

Let me add one other thing also, just to point out how the parents became involved in the title I programs in relationship to their children. Where do we have parents employed as reading aides, we have seen significant gains in the attitudes of the parents.

We have seen the attitudes of the community change as being more responsive to the school as a whole and in their attention to their children. This is very important. We think education should begin at home.

Unfortunately, this had not been the case in some areas. Through implementation of title I, this brings this about.

Mr. **Forsythe.** I would like to follow that with a sentence of Father Curran's, which I think gives me a little trouble to really respond to your statement, Mr. Dent. You cannot legislate mutual concern and good will, and that is at the heart of our success.

How we legislate in this field I think is a great problem and yet, fully supporting the involvement that you speak of and that Mrs. Schobert speaks of and Congressman Towell.

Mr. **Dent.** Mr. Forsythe, I think the good will we would like to see too and once we have these parents involved, and once they know they can be of help to their children, this will grow as the program goes on.

Mrs. SCHOBERT. We have been concerned with parent involvement throughout the years, not just with title I programs. We see a need also to reach the teacher. The teacher who is in the process of learning to become a teacher has to be aware of the fact that this is another areas to complete the school family.

The home cannot be removed from the child, because the child is the product of the home. We talked about training sessions for the parent council. There has to be just these kinds of training provided for future teachers and the parent teachers that are in the systems, and I mentioned effective education.

This kind of thing was conducted in that particular session, and I am sure there are other programs that deal with it too. So, it is a very necessary part to involve the people to acquaint them with, and again we are not going to reach 100 percent, but the steps are there, and the growth does take place, and it is accepted on both sides more readily.

Father CURRAN. I would like to comment that it is interesting that you cannot legislate concerning good will but legislation sometimes does produce that end product. My experience is that there are times you might have to battle uphill to get something that you perceive as your right.

If Congress or the guidelines say that thus it must be done, then it is not my own arbitrary wish to see it done, but I can say Congress has told you.

I think the same thing might be involved with parental involvement. When you know you have to do it, even though your disposition at the moment may not be the best, you can say it has to be done and that takes people where they are, and I am not saying it is the council of perfection, but it is a way to get started.

Mr. FORSYTHE. You might be able to tell us and to lead us to perfection, but I am sure the rest of us have problems.

I would like to extend this a second. Do you find in your experience in Philadelphia that the resistance to parental involvement is from the administration of the schools or is it apathy on the part of the parent?

Mrs. SCHOBERT. Throughout my years, and I have been active in home and school work for 13 years, I have not had difficulty with the administration nor with the teachers. I do feel that getting the parent to realize that he or she has the right, has the ability to go in and question, to look to what is happening at their school, I would say the accountability has to start there in the home, and I find that these programs have brought many parents who have not otherwise been involved with their children's education, more involved.

I would like to say we, as volunteers, did it 100 percent.

Mr. FORSYTHE. Thank you.

Mr. TOWELL. No further questions.

Mr. LEHMAN. Would anyone else like to add to the comments for the record.

Mr. ROSICA. We were talking about parental involvement and we did not go through the charts we had in the back of our statement, but we do have one there, and I think it is figure 3 which does start with the title I parent and show the fact that they are more informed.

They are more actively participating, and have a more positive opinion about what is going on in the Philadelphia schools, and this is from a sampling of 5,000 parents over a 2-year period, and longitudinal study so that we feel that involvement and participation lends to much more support and a much more positive view toward title I programs.

Mr. LEHMAN. Is there any other comment? If not, we would adjourn this meeting and we will reconvene tomorrow morning at 9:30 in room 2261.

I want to thank you folks for coming. I think you are dealing with the most basic of problems of the human condition.

Mr. HOROWITZ. Again, gentlemen, we thank you very much for all of us.

[Whereupon, at 11:50 a.m., the subcommittee adjourned to reconvene at 9:30 a.m., Wednesday, March 14, 1973.]

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

WEDNESDAY, MARCH 14, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to recess, in room 2261, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Daniels, Lehman, and Forsythe.

Staff members present: John F. Jennings, majority counsel; Charles M. Radcliffe, minority counsel for education; Christopher Cross, minority legislative associate; Eydie Gaskins, special assistant; and Toni Painter, secretary.

Chairman Perkins. The committee will come to order. A quorum is present. Our first witnesses are Superintendent Adolph Dembo and Superintendent Stanley Taylor of Brooklyn.

Without objections, your prepared statements will be inserted in the record.

[The statements referred to follow:]

STATEMENT OF ADOLPH E. DEMBO, SUPERINTENDENT, DISTRICT 16, CITY OF NEW YORK, N.Y.

As representatives of one of the largest urban school districts in the country, we strongly object to the proposed legislation for educational revenue sharing. We believe that the bill fails to provide adequately for the interests of children from minority, low income, and educationally disadvantaged communities. We believe that the new legislation retrogresses from the positive measures the Elementary and Secondary Education Act of 1965 has taken to improve the quality of education in our urban school districts.

The School Finance Act of 1973, H.R. 16, provides an opportunity for every school district to receive a basic grant to be used for the establishment of educational programs of high quality. The legislation, however, does not require school districts to prove maintenance of effort or to establish comparability. There are no safeguards to guarantee that states will not take the federal grant to supplant educational services to certain communities rather than supplement services.

Let's look at the manner in which New York City allocates its tax-levy funds. Every district is given a basic per capita grant based upon the number of children it has on register. This allocation is then adjusted to provide for preparation periods for teachers. It is further adjusted for the *differences* in teacher salaries. In other words, since districts in poorer communities are unable to attract experienced teachers, they are penalized. Money is shifted to a more affluent community so it can continue to hire experienced teachers. If the allocation were *not* adjusted, then poor communities would be able to hire educational assistants to make-up for the lack of experienced teachers. Children in an affluent district will have a greater chance of receiving a better education with a more experienced stable teaching staff.

We are firmly convinced that money from city funds will be shifted to pay teacher salaries in affluent districts and federal money will be used to provide educational programs in District 16 and similar districts. We are so convinced because we have challenged the present system of allocating city tax-levy funds. We were told that affluent districts have gotten extra city funds because they are not the recipient of Title I ESEA funds. This is clearly shown in Table A.

Despite the above facts, we are asked in District 16 to participate annually in a comparability study. The purpose of the study is to show that the allocation of funds to districts is done on an equitable basis. We know this is not true. However, New York City easily shows this by using an *average* salary for teachers, guidance counselors, school aides and principals. With a slight juggling of figures, everything comes out equal.

This would not happen if legislation would specifically allocate *all federal* grants on a formula basis and designate the use of these funds to specified categories. Safeguards must be built in to guarantee maintenance of effort and comparability.

There is another reason that we believe that unless an allocation is specifically guaranteed to poor and/or educationally disadvantaged communities, the legislation will tend to favor the educational needs of the middle class communities. In New York State, the legislature and State Education Department is dominated by representatives from non-urban white communities. In a competitive situation, the middle class white communities are often the most influential and have the necessary resources and political acumen to dominate the allocation of funds for programs for their own needs.

Children from urban communities who bring to school the problems that are found in those communities will definitely be put at a disadvantage. Urban school districts will be forced to compete with more advantaged school districts for the supplemental funds that they sorely need. The competition in of itself is unequal. Wealthier and more advantaged communities can hire more staff and more experienced help. The very fact that they have more money will enable them to compete more favorably to obtain additional money. In a sense, they will be competing for funds that they do not require in order to conduct sound educational program. Children from disadvantaged communities will be forced to compete once again with children from advantaged communities. The legislation, therefore, will be perpetuating unequal educational opportunities—which is antithetical to the intent of the bill.

We are also opposed to the new legislation because new money has not been allocated. In effect, it would be the same amount of money spread over a wider population. All the advantages of concentrating supplemental funds on a target group of Title I eligible children will be entirely lost. At the present moment, New York State requires a minimum of $400 to be spent on each educationally disadvantaged child in the target population. This discrepancy we feel will totally destroy all the advances made these past years in providing for educational opportunity for our children.

The legislation grants the authority for the allocation of funds to local education agencies to the State Education Department. This entitles the state to establish priorities and to determine whether a program is of "high quality". We believe that it is impossible for the State Education Agency to know what the specific needs of our community are as well as the specific need of every community in the state. This concept is in direct conflict with the concept of true decentralization. We are held accountable for the educational failures in our schools, but we do not have the authority to provide for those school programs that will help us overcome the problems that exist in our schools.

For an example, for the coming school year of 1973–74 New York State has established as a priority the expenditure of Title I funds on eligible children in grades 1–6. We know for a fact that there is a critical need to provide supplemental help to children in their prekindergarten, kindergarten and junior high school years. In District 16 children are reading two to three years behind children in more advantaged communities. Yet children in grades 1–6 do achieve reading levels that are closer to the national grade norms. Problems of attendance, drug abuse, health and delinquency are most severe in the junior high school grades. Yet there will be no supplementary programs for these age school children.

Parent involvement in the educational programs of junior high school children is almost non-existent. However, state priorities would preclude the expenditure of funds for children in these grades. Before the state will expend any money to junior high school pupils, the district must show that it has given supplementary funds to all eligible children in grades 1–6. If District 16 were to submit a proposal for programs in the junior high schools, it would probably be turned down even though the state is required under H.R. 16 to afford District 16 through New York State Board of Education the opportunity for a hearing.

We believe that this does not present an adequate safeguard. The state in effect would be hearing a case against itself. Educational revenue sharing, therefore, has no safeguards to make certain that the state properly assesses the needs of local communities.

We believe that it is necessary for Congress to assist the states in establishing priorities by having special legislation devoted to specific areas to assist school districts to improve their educational programs.

When Congress passed the National Defense Education Act, it was establishing a national priority for the improvement of science teaching. The Child Nutrition Act of 1966 established the importance of providing adequate lunches to children all over the United States. Similarly, the Elementary and Secondary Education Act established a national priority with the importance of education for the disadvantaged.

These priorities would be repealed under the Educational Revenue Sharing. Due to the interest of State Legislators they would be subject to the pressures of other constituencies, and therefore, as previously stated would probably reflect the interest of the most powerful, influential group. We feel that Congress has the responsibility to equalize educational opportunities throughout the nation. This cannot be accomplished by giving to the advantaged, but by concentrating on those children who are underachievers and need it the most. We do not feel that the priorities established for improving educational opportunities under Title I ESEA have been realized. There is still work to be done. If there have been excesses under ESEA, we believe that reforms should be made. You don't destroy when there is an illness. You cure the illness and design safeguards to fight off future infections.

Revenue sharing is not the answer. The implementation of decentralization has imposed upon the people of the local community more input into the selection of programs to meet the individual needs of the community. The implementation of community input in New York City has brought into our schools programs funded under ESEA that have met the needs of the children of the community. To negate the input of the parents of the community, would indeed be another step backwards. The community must play an active role in providing quality education for its children. The Revenue Sharing does not require parent and community participation.

Several successful project have been developed with the use of Title I funds in close cooperation with the community. A school for children with learning difficulties, P.S. 83 in Brooklyn, has been established for four years and has been claimed as an exemplary project throughout the state of New York. It has been proposed as an example for other areas of New York City and Long Island of how educators can help children with special reading problems.

P. S. 83 is designed to provide a realistic appraoch to the problem of the young child who experiences difficulty in adjusting to school and who cannot be maintained in a normal class setting. The school contains 13 calsses with a school population of approximately 130 children. Each class has a maximum register of 10 children and the teacher is assisted by an educational assistant/associate. In working closely with assigned teachers, educational assistants are to provide individual and small-group instruction. Each class program is designed to include a flexible curriculum emphasizing basic skill instruction in reading, writing, and mathematics in small-group instruction with individualized remedial assistance and enrichment activities in music, science, and art. The staff consists of a project coordinator, an assistant project coordinator, 13 classroom teachers, 5 buddy teachers, a corrective reading specialist, an art specialist, a school librarian, 18 educational assistants/associates, 13 school aides, and a secretrial staff of 3. A psychological and social service team, which provides individual and group counseling and diagnosis and follow-up measures, consists of 2 guidance counselors, a social worker, a psychiatrist (working one day per week), a psychologist, 2 family assistants, and 1 bilingual family worker. In addition, there is a lunch and custodial staff of 6.

The objectives of the program are:

a. to increase basic cognitive skills through special classroom programs;

b. to improve social and psychological adjustment through individual and group counseling and referral to outside agencies.

To quote from an independent evaluation agency:

"The extra staff allotment alone (P. S. 83 has more teachers, educational assistants, teacher aides, and other supportive staff, including psychological, psychiatric, social worker and family assistant personnel, in proportion to the student population, than the average District 16 school) accounts for the intensive, psychological, educational, and social services which students and their parents receive. The intimate, underrealized, and supportive nature of the loving care and special educational program given to each individual is the key to this project's success."

The P. S. 83 Program could not have provided out of tax levy funds because it is an expensive program. The cost of the program is approximately $4,900 per child, $3,200 of which comes from Title I funds. Children in this program cannot function in a regular school setting or without supportive psychological and social services. Many of these children would be potential drop outs by the second grade.

Statistics show that 85% of the children return from this special school to their neighborhood schools and are placed in regular class settings. The vast majority of them succeed as well as the normal children after reassignments to their home schools. We have had one youngster who entered an Intellectually Gifted Class after leaving the school.

By spending $418,640 annually out of Title I funds the district is able to save 130 children from becoming future problems in society.

Table A shows the growth in reading achievement during the 1971–72 school year. In reading, pupils who were failures in their home schools gained an average of 9 months in Grade 2 and 1 year and 1 month in Grade 3. In mathematics, the average growth was 8 months in Grade 2 and 1 year and 1 month in Grade 3. The greater increase in achievement in Grade 3 can be attributed to the fact that most of the students in Grade 3 have been in the program for two years and have been exposed to the program's ancillary services for a longer period of time.

Table B gives a brief description of children who were assigned to P. S. 83. These cases are typical. The success that these children experienced was also typical.

The Strengthened Early Childhood Program is another example of the successful use of city tax levy supplemented by Title I funds. The program objectives are designed to free the teacher to give more individual instruction to pupils and to focus on the particular difficulty of each child; to improve the reading and math skills of the children; to improve the children's perceptions of themselves; and to improve the educational assistants' cognitive skills in reading and math, as well as upgrading their knowledge of the curriculum in Grades kindergarten to Grade 2.

The district provides for a teacher, supervisor, secretary, lunch, classroom and instructional supplies out of its city tax levy budget. Supplemental funds are used to provide an educational assistant (an aide to a teacher), a teacher trainer and special materials to individualize instruction in reading, mathematics and science.

The addition of an educational assistant to the classroom makes possible small group instruction, individualized attention, and parent-community involvement in the school program. The educational assistants are also responsible for the following areas: participating in daily and long-range planning with the classroom teachers; giving encouragement and aid to non-English speaking children; assisting with the preparation, display, and use of audiovisual aids; participating in all classroom activities planned for the day; participating in grade and school level conferences.

This project is designed to provide an educational assistant in 69 third grade classes in 13 district elementary schools. The target population is 690 designated Title I pupils.

The educational assistants assigned to this program are involved in an intensive and extensive inservice program as part of the district's Auxiliary Training Program.

The teacher trainer assists supervisors in training the large number of new teachers who enter the district each year. This factor has enabled the district to recruit many new teachers who felt that their college training had been inadequate. Many of the colleges do not train their education students in classroom techniques, management and curriculum. The teachers come knowing that we have on the site help for them.

The teacher trainers also help to train the educational assistants. The training is two-fold: 1. To train them to assist the teacher in the reinforcement of reading and mathematics skills of the children.

2. To help the educational assistant improve their own academic skills in reading and mathematics.

$3,140,788 is being spent this year to fund the program. We have data which proves that the addition of educational assistants in the classroom and teacher trainers have resulted in improved reading scores.

Table C compares the average reading scores of children who completed the second grade in May 1965 with children who completed the same grade in May 1972. In 1965, prior to the allocation of ESEA Title I funds in the district, children received a traditional early childhood program. In 1972, however, most of the children had participated in the Strengthened Early Childhood Program for three years.

The results show an average of five months growth in reading achievement. It should be noted that one school gained nine months. This increase has occurred even though reading achievement in New York City in general has declined markedly in recent years.

The Strengthened Early Childhood Program functions in conjunction with the Prekindergarten Program. All children who attend prekindergarten are entered in the SEC program.

The prekindergarten Program is designed to service four-year old children who have had no previous school experience. This program serves approximately 500 children in 17 schools and functions under the supervision and coordination of a prekindergarten project coordinator. The staff consists of a speech teacher, a parent program assistant, 17 administrative personnel, 17 family assistants/family family associates, 17 family workers, 25 classroom teachers, and 25 educational assistants/educational associates. Working closely with the prekindergarten project coordinator, the classroom teachers are responsible for the development, implementation and ongoing evaluation of a sound early childhood program. The curriculum design is based on a child-development philsophy with heavy empahsis on language and cognitive development through extensive and intensive firsthand experiences and the use of multimedia materials. Educational assistants are to assist the teacher in providing a meaningful educational program. The family workers are responsible for the recuritment of children, making home visits, and assisting in the classroom when needed. The family assistants are responsible for obtaining total parent involvement in all areas. Lunch is provided for the children and the educational assistants/associates.

The results of the prekindergarten program are shown in a longitudinal study performed by one of the schools in District 16. We have found that the results given in *Table E* are typical of the successes achieved by the majority of the schools in our district. It is shown that the results of prekindergarten are not dissipated if the school will take advantage of the gains made.

Another program that will show the importance of having federal funds is Family Assistants assigned to Community Services. The Family Assistants Assigned to Community Service program is designed to work on attendance and family-related problems as they affect the child's relationship with school. Approximately 42 family assistants have been assigned to the district's four junior high schools and the 22 elementary schools. This program functions under the supervision and coordination of a project coordinator.

This program has resulted in the significant improvement of attendance in the school. The average attendance increased from 83.09 in 1970–71 to 83.60 in 1971–72, a total of increase of .51. In addition, 125 children who had been discharged as "not found" were located. This was 50% of the total number of these cases. *Table G* gives a breakdown of the services performed by family assistants.

The College Prep and Careers Program offers further proof that reading and mathematics scores have improved with the assistance of federal funds. This program is designed to promote interest in careers and in schools of higher education. The target population includes students in the three best classes on each grade level in the four junior high schools. The grade range includes the sixth, seventh, eighth, and ninth grades The approximate number of students participating is 1,200.

According to the district proposal, students will have an extra period of both language arts and mathematics, and a period each week for group guidance; they will also make a series of planned educational and vocational trips to selected sites. Parents of the students will form an association. Students who need tutorial or other academic assistance will be programmed for this assistance with the school or through a community agency utilizing a peer or near-pear system.

As a result, a large number of pupils for the first time were getting into specialized high schools. The increase is shown below. The high schools named are among the finest in the entire country. One sample junior high school:

School	Number of pupils entering in 1971	Number of pupils entering in 1972
Brooklyn Technical High School	16	54
Bronx High School of Science	0	2
Stuyvesant High School	2	4
Other specialized high school	83	197

In conclusion, it is our belief that education revenue sharing will benefit school *systems* rather than benefit school *children*. Basic grants and equalization grants are designed to provide greater latitude for state education departments in the use of federal money. However, we believe that with the allocation of tax levy money experience has shown that non-categorical grants will be given to middle class communities rather than poor communities whose influence with state and local agencies is considerably less.

We are requesting that federal funds granted under H.R. 16 be designated specifically to assist poor and educationally disadvantaged children. We further request that safeguards be spelled out in detail to guarantee maintenance of effort and comparability and to make certain that funds will supplement rather than supplant existing services.

No provisions are made under H.R. 16 for consultation with communities and school districts for the establishment of priorities and for the assessment of their needs. This must be included. State Education Departments are as far removed from the local school districts as the federal government. But—there is a greater hazard in putting these funds in the hands of the state because there is a greater chance that the states will be influenced by narrow political interests. A study of State Education Departments will show that they differ in their willingness to meet the needs of its children—particularly Black, Spanish-speaking and poor children.

Congress has the responsibility to set priorities for the development of the nation. Education is critical to that development. Specific Legislation must be enacted to clearly define these priorities and enforce them by granting funds to see that they are carried out. States rights has always worked to the disadvantage of the Black, the Spanish speaking and the American poor.

TABLE A.—FISCAL YEAR 1971-72 COMMUNITY SCHOOL DISTRICT ALLOCATIONS DIRECT INSTRUCTIONAL SERVICES (MODULE 2)—SUMMARY

District	Basic allocation unadjusted	Adjustment for preparation periods	Special needs allocation	Adjustment for teacher salary differences	Total allocation
1	$12, 534, 269	+$615, 197	$937, 805	+$24, 083	$14, 111, 354
2	15, 483, 022	+17, 941	788, 254	+817, 588	17, 106, 805
3	14, 314, 714	+701, 969	931, 573	+85, 439	16, 033, 695
4	13, 678, 397	+670, 319	1, 015, 695	−15, 127	15, 349, 284
5	16, 350, 100	+803, 354	1, 037, 505	−387, 420	17, 803, 539
6	13, 476, 654	+247, 289	869, 261	+45, 105	14, 638, 309
7	21, 195, 366	+950, 480	1, 405, 149	−98	22, 566, 018
8	23, 942, 377	+349, 073	1, 476, 808	−383, 590	25, 384, 668
9	25, 098, 940	+1, 227, 539	1, 638, 821	−1, 481, 588	26, 483, 712
10	20, 259, 199	−219, 631	965, 845	+452, 675	21, 458, 088
11	20, 418, 797	−1, 447, 809	747, 751	+975, 455	20, 694, 194
12	24, 215, 281	+877, 444	1, 498, 618	−1, 317, 300	25, 274, 043
13	17, 145, 322	+840, 639	1, 118, 511	−1, 139, 105	17, 965, 367
14	20, 112, 729	+988, 923	1, 458, 115	−559, 006	22, 000, 761
15	18, 330, 212	+612, 529	1, 255, 599	−532, 133	19, 666, 207
16	25, 681, 367	+1, 255, 078	1, 729, 174	−2, 046, 711	26, 618, 908
17	18, 341, 267	+672, 261	1, 031, 273	−845, 048	19, 199, 753
18	15, 617, 747	−585, 385	591, 970	+338, 435	15, 962, 767
19	26, 563, 643	+1, 201, 383	1, 779, 024	−1, 239, 078	28, 304, 972
20	19, 598, 702	−1, 167, 130	847, 451	+474, 243	19, 753, 266
21	20, 316, 545	−1, 109, 092	810, 064	+850, 697	20, 868, 214
22	20, 109, 966	−1, 434, 929	482, 923	+1, 537, 037	20, 694, 997
23	16, 455, 806	+808, 670	1, 146, 552	−1, 405, 792	17, 005, 236
24	17, 219, 940	−657, 004	788, 254	+49, 440	17, 400, 590
25	18, 788, 277	−1, 342, 025	442, 419	+1, 826, 204	19, 714, 875
26	14, 534, 420	−1, 035, 243	289, 754	+1, 711, 855	15, 500, 786
27	20, 777, 373	−932, 811	875, 492	+736, 621	21, 456, 675
28	19, 767, 971	−701, 387	778, 907	+1, 087, 598	20, 933, 089
29	17, 819, 639	−594, 986	785, 139	+802, 458	18, 812, 250
30	16, 891, 072	−380, 847	800, 717	+234, 578	17, 545, 520
31	26, 930, 508	−1, 231, 769	831, 873	+287, 364	26, 817, 976
Total	591, 969, 622		31, 156, 296		623, 125, 918

TABLE B.—PRETEST AND POSTTEST DATA READING AND MATH, 1971-72

Learning difficulties in the table below, please enter the requested information about the test used to evaluate the effectiveness of major project implements activities in achieving desired objectives. Please note that the column headings may be applicable to all precedures; enter "NA" where not applicable. If a nonstatistical technique was used to evaluate the degree of achievement of an objective, please describe the technique briefly in the space below the table. That space may also be used to describe any sampling techniques used in testing procedures. (Attach a additional sheet, if necessary.)

				Test data										
				Pretest				Predicted posttest		Actual posttest				
Component code	Activity code	Objective code	Test used (MAT, CAT, etc.)	Date	Pretest sample (n)	Grade level score	Type (median, mean percentile, etc.)	Score	Type (median, mean percentile, etc.)	Posttest sample (n)	Score	Type (median, mean percentile, etc.)	Date	Data analyst—Statistical significant—Test used (t, F, x^2) etc.
22	529	400	Reading grade 2	September 1971.	40	1.4	Mean	[1]	[1]	40	2.3		June 1972	
			Grade 3	do	65	1.6	do	[1]	[1]	65	2.7		do	
	530	400	Mathematics grade 2	do	40	1.4	do	[1]	[1]	40	2.2		do	
			Grade 3	do	65	1.8	do	[1]	[1]	65	2.9		do	

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[1] Not called for in the evaluation design.

Note.—The percentage of third grade children returning to home schools equals 85 percent. This exceeds the criterian of success. Children with emotional problems were not given strandardized test because of their nature. However, their scores are based on teacher tests.

Table C.—Selected cases of children attending P.S. 83, Brooklyn, N.Y.

Student No. 1.—He has been in the school for two years. When he was admitted to PS 83 the staff concentrated their expressions of love and understanding on him. His assigned teacher took him in hand and he developed quickly. He is currently on grade level.

Student No. 2.—When the boy first came to PS 83 he was surly, over aggressive, foul mouthed. His first year at PS 83 was difficult for him and for the staff. He greatly improved during his second year. He is now reading on grade level and is reported to be the nicest boy in the school.

Student No. 3.—He came to school at age six. He never misses a day at school, even walking to school when he misses the bus. The social worker at PS 83 phoned him daily to let him know that it was time to get up. He came to school dirty every day. The school registered him for Fresh Air Camp. It bought clothes for him and gave them to his as he boarded the bus for camp. To send the clothes home would be to lose them. He did above grade school work and has a great potential.

Student No. 4.—He came to the school at age six and has been there for three years. When he came to this school he was hyperactive. He literally could not sit still. In school he provoked many fights. He is diagnosed as "impulse disordered." He is at Kings County Hospital receiving psychiatric and medical treatment. He is now able to sit and consequently learn. He is now on grade level. He is always on time, although he must change buses twice to reach school.

Student No. 5.—She has been in the school since first grade when she was age six. This was her third year. The child's actions are considered to be erotic. The school has helped her to simmer down but cannot make the significant progress without psychiatric treatment.

Student No. 6.—She has been in this school for two years. She is very physical in her behavior, literally tearing up the classroom. She is diagnosed as character disorder-character set. She has been referred for treatment. She is hostile, bright, highly manipulative of people. She is given to histrionics. She has a strong teacher who keeps her toeing the line.

Student No. 7.—He has been in school one year. He was brought to school kicking and spitting. The boy's behavior is excellent now; he is currently on grade level.

Student No. 8.—The referring school thought that he was a hopeless case and suspended him from school for one year without "home instruction." He was sneaky, always fighting. His first teacher at PS 83 gave up, but the second teacher was more successful. He is bright and is working above grade level in every area. He is immature; he does not think other children like him.

TABLE D.—GROWTH OF READING ACHIEVEMENT IN SECOND GRADE

School	Comparison of May 1965 and April 1972 scores		
	Average grade equivalent 1965	Average grade equivalent 1972	Average gain
21	2.2	2.8	+0.6
25	2.1	2.4	+.3
26	2.0	2.3	+.3
28	2.4	2.2	−.2
40	2.1	2.9	+.8
75	2.0	2.2	+.2
86	2.2	2.5	+.3
106	2.0	2.5	+.5
116	2.1	2.5	+.4
123	2.0	2.7	+.7
129	2.4	2.2	−.2
145	2.0	2.2	+.2
151	1.7	2.2	+.5
243	2.0	2.9	+.9
262	2.5	2.6	+.1
274	2.0	2.4	+.4
299	1.9	2.4	+.5
304	1.9	2.3	+.4
309	2.1	2.5	+.4
District	2.0	2.5	+.5

TABLE E

Grade	Grade of entry into PS 243	Number of children	Median	Q 3	Q 1	Mean
2	PK	71	2.5	2.3	3.2	2.8
	Kg	57	2.3	2.1	2.5	2.4
	PK and KG	128	2.5	2.3	2.8	2.6
	Grade 1	47	2.2	1.9	2.5	2.3
	Grade 2	23	2.0			2.1
	Grades 1, 2	70	2.1	1.9	2.5	2.2
3	PK	48	3.6	2.7	4.4	3.6
	KG	58	3.0	2.4	3.8	3.2
	PK and KG	106	3.4	2.6	4.1	3.4
	Grade 1	45	2.8	2.3	3.6	3.1
	Grade 2	16	2.8			3.0
	Grade 3	21	2.7			2.8
	Grades 1 to 3	82	2.8	2.3	3.6	3.0
4	PK	18	5.3			5.7
	KG	93	3.5	3.0	4.6	4.0
	PK and KG	111	3.8	3.4	5.0	4.3
	Grade 1	25	3.6			3.8
	Grade 2	26	3.8			4.3
	Grade 3	18	3.4			3.5
	Grade 4	27	2.9			3.1
	Grades 1 to 4	96	3.4	3.0	4.4	3.7
5	PK	20	7.8			7.6
	KG	40	6.1	4.3	7.1	5.8
	PK and KG	60	6.3	4.5	8.3	6.4
	Grade 1	20	4.7			4.8
	Grade 2	12	4.7			4.7
	Grade 3	20	5.5			5.8
	Grade 4	16	4.7			4.6
	Grade 5	28	5.5	3.8	6.2	5.2
	Grades 1 to 5	96	4.8	4.1	6.2	5.1

TABLE F.—COST OF SELECTED PROGRAMS FUNDED THROUGH ESEA TITLE I

Strengthening early childhood	$3,140,788
Prekindergarten	966,778
Public School 83	418,640
Family assistants	264,891
College Preparation	231,664
Total cost	5,022,761

TABLE G.—FAMILY ASSISTANTS ASSIGNED TO COMMUNITY SERVICE PROGRAM—A REPORT ON ITS EFFORTS TO IMPROVE ATTENDANCE

Number of cases assigned during period	1,305
Number of families actually seen in their homes	1,356
Number of homes contacted by phone only	476
Number of cases referred to agencies	331
Number of families who visited agencies after having been referred to school by the family assistant	157
Number of children escorted to clinics and other agencies	83
List each agency to which referrals have been made during this period. (Use reverse side if needed)	694
Number of truant cases returned to school	110
Number of cases reported as "not found"	125

STATEMENT OF STANLEY TAYLOR, SUPERINTENDENT, DISTRICT 13, BROOKLYN, NEW YORK

One of the most salient aspects of the crisis in urban education is the recognition that schools have failed in their efforts to provide an adequate education for all school age children, particularly intermediate age children. The problem of educating youngsters between the ages of 10 and 16 is, indeed, confusing and complex. It is somewhat ironic that the education of children in this age group has been neglected, in view of the recent U.S. Census, which indicated that the largest number of individuals in this country are pre and adolescents with the greatest percentage represented by 12 and 13 year olds. In New York City there are 2,234,819 youngsters under the age of 18 (28% of the population). Perhaps the only positive aspect of this situation is that almost everyone agrees that at this particular level of education we have not had a structure that was adequate enough to meet the complex demands of youngsters who are experiencing a dynamic period of growth and development.

The effects of our inability to provide appropriate schooling at this level are devastating.

For example, more and more youngsters decide to terminate other education prior to high school. Those students who remain in school regardless of their mental abilities fail to reach their full potential. Moreover, junior high and intermediate schools have not only failed their students, but they also failed their teachers and administrators, as evidenced by their willingness to remain at this level for any reasonable length of time.

Our failure is primarily due to inability to design programs based on knowledge of adolescent growth and development. However, there are other reasons, such as too many schools with programs in which knowledge is more suited to the past than the present and in which there is a void in orientation to the future. Thus, it is not surprising that a great many people including Silberman, Whitehead and Bruner who agree that educational reform is needed in the intermediate and junior high school. Reform costs money, time and hard work.

Reform has been slowest for the pre and adolescent, in part at least, because the problems are more complex and the solution a good deal less obvious. Pre and adolescents arrive in school with their interests, likes and dislikes and their values much more clearly formed than do elementary pupils. They are subject to a far wider range of influence outside the classroom—influences from their own peer culture as well as from the adult culture, as transmitted by parents and the mass media. Also, the teaching-learning process is complicated still further by the tremendous physiological changes and cognitive growth that this age group undergoes.

I am well aware that efforts have been made to improve education at this age level. These attempts, for the most part, have been piecemeal and ineffective.

To my knowledge, there are no metropolitan areas where there has been developed rigorous cooperative programs aimed at preadolescent education. New York City and its metropolitan area is no exception.

Recognizing that it is no longer sufficient for community schools to attempt this massive task alone, it is necessary for the national government to become a full partner in eliminating the dilemma of pre and adolescent education. I propose that we develop a program aimed at making an impact in the total educational process. In approaching the development of a more comprehensive program to the provision of adequate schooling, Congress must provide sufficient monies to meet the following concerns of public education:

1. The ability to meet the complex demands of the expressed needs of youth at this age level.
2. The ability to develop a system of instruction which have identifiable characteristics that will enable teachers, administrators and other personnel to further develop competencies and skills necessary for working with students at this age level.
3. The ability to develop a sufficient open-ended system that permits cooperative input from a variety of concerned individuals, agencies, professional staff, parents, community representatives and universities.

The Congress must develop a heightened sense of awareness developed along with a sense of responsibility for the needs of public education. Educational programs cannot be developed and implemented in isolation from broader social programs and conflicts. You must embrace the concept of true equal educational opportunities for the poor, the black, the disenchanted and particularly for the pre and adolescent girl and boy of the inner city. Compensatory offerings are not sufficient.

Equal amounts of dollars for basic programs and general education must be made available for all children. Adequate funds must be allocated for the solution of the problems of professional development and classroom practices. These major approaches should be:

1. New patterns of staff utilization.
2. Development and use of new curriculum materials.
3. Research on pupil learning styles.
4. Use of technology.

5. Experimenting with grouping of students and utilization of time.
6. Innovative arrangements and the use of school space.

The financing of education on the elementary and secondary levels has come from several different sources in the recent past. These are local taxes, revenues provided by the State and additional funds provided by the Federal Government which are designed to stimulate worthy new programs, to encourage desegregation and to reduce the effect of poverty and minority group isolation. The President has proposed a revision in the distribution of federal monies through the device of revenue sharing, a system which would give the local governments more say in the disbursement of funds.

There are several problems which I am calling to the attention of the committee in the hope that, if heeded, the suggestions made will help achieve the goals of the President and the Congress. The basic premises which should be accepted are that we are all genuinely interested in the improvement of the educational process and that we want the taxpayer to get his value for the dollars being spent.

There should be little quarrel with the fact that education today requires more money than it did even a decade ago. Assuming the same monies were received from all possible sources as were available ten years ago, or even five years ago, the costs for a district that does not require capital improvements have increased by approximately 40%. This increased expense results from both personnel costs and material costs. The innovative programs and devices common to our schools wear a steep price tag, and traditional texts have outpaced the food market in spiraling costs. Thus, whatever the method of distribution of funds, we cannot expect to introduce and to infuse more quality by keeping the level of expenditure the same. Reducing the level, in certain situations, is almost tantamount to abandonment.

The concept of revenue sharing is an excellent one. Unfortunately, in the area of education, the realities are ignored. National headlines are appearing which show that the federal monies are replacing other monies which are diverted to areas which cannot be included under profit sharing guidelines. Therefore, the school district may receive no money at all, which is a complete loss if the revenue sharing sharing replaces compensatory education funds. In most urban situations the schools cannot expect to gain an amount equal to what they have traditionally received. The consequences of this directly affect the quality of the educational process. The present system of allocation of compensatory education funds handicaps the school districts for a variety of reasons. First, expensive but duplicate financial systems need to be established to handle and account properly for the funds. Second, where the district does not qualify as the LEA, a substantial percentage of funds are diverted to the LEA for personnel services. Third, the nature of the restricting of the funds to a few children at a high per capita cost is discriminatory to those in the control group. Those not favored by programs sponsored by the compensatory education programs are being handicapped despite the fact that they provide the rational for the receipt of the funds. This is not justifiable.

What is needed in the way of federal legislation is the following:

1. Federal funds should be non-competitive. They should be provided because there is a need, not for the purpose of furnishing non-essential programs. It is the responsibility of the districts to research adequately innovative programs and implement them within their budgets in the same way that a family remodeling must live within its budget.

2. Federal funds should be provided according to a formula which requires that the funds be disbursed by the States and other governing bodies to where the need is. If these political bodies are given latitude, the allocation will follow political considerations.

What is needed in the way of federal legislation is the following:

3. Federal funds should encourage the creation of Kindergarten and Pre-Kindergarten classes, of an all-day nature, under the supervision of the school districts. Such would eliminate competing private services with unqualified personnel, which in many cases are no more than day-care services, and allow buildings which are becoming less populated because of the population factor to be utilized to their fullest while preventing the expenditure of municipal funds for duplicate services. Furthermore, the controversial question of eligibility for such services would be removed, and more parents would be able to seek employment rather than remain on costly relief rolls.

4. Federal funds should be tied to the cost of living index so that districts will be able to plan their programs with a reasonable certainty.

5. The fundamental obligation of our government to provide equal educational opportunity for all through the provision of equal sums of money is vital to the establishment of laws, concepts and practices that are commensurate with the hopes, aspirations and basic rights of all Americans.

STATEMENTS OF ADOLPH DEMBO, SUPERINTENDENT, AND STANLEY TAYLOR, SUPERINTENDENT, ACCOMPANIED BY JOYCE R. COPPIN, DEPUTY COMMUNITY SUPERINTENDENT, FROM BROOKLYN

Mr. DEMBO. As superintendent of one of the largest school districts in the city of New York and in the country, with almost 40,000 children, our community is opposed to the proposed legislation designed to promote revenue sharing.

We feel that the bill will result in the loss of many programs that have helped provide quality education in our community and to our children.

We feel that the loss of funds will take place as a result of a practical application of the revenue sharing bill, not so much in the theory behind it, but in the way it will actually be executed.

We have several reasons to support our feeling. The present bill will not guarantee comparability, and we will be denied funds as a result of that.

We also feel that we will be at a disadvantage in writing programs because the more affluent community will be able to hire additional staff to assist them in writing programs in which we have to compete for the total sums of money available.

We also feel that the concept of spreading available funds over a large population of school children rather than concentrating these funds in critical areas will tend to make our programs weaker.

We also feel that the revenue sharing bill will remove to a degree the active role that parents and community play in the review and in the writing of proposals. I would like to examine each of the areas that I set forth to try to explain our position.

We feel that title I programs have worked and that revenue sharing will not work. We feel that revenue sharing will be handled the way New York City handles its tax levy fund.

I would like to give you an example of how it operates because we feel that the revenue sharing concept will operate in the same way. We receive a certain amount of money per pupil. Then the city of New York subtracts over $2 million from our budget, because we have inexperienced teachers and these teachers do not get salaries commensurate with other teachers in the city.

Because our district has many disadvantaged children, we are unable to hire experienced teachers. The teachers stay a few years and then they look for jobs in other communities. So as a result of that the city of New York, took over $2 million from our allotment.

This money was shifted to other communities to pay the salaries of experienced teachers. The city uses this as a way of giving the other communities money because we are entitled to title I funds, so they say, you are getting title I funds, therefore, you don't need this

$2 million, and we will take this $2 million to pay the salaries of more experienced teachers.

We could hire educational assistants with this money to make classes smaller. Within a group of 30 children, if we could have picked up one educational assistant in each classroom, with this $2 million, we could have provided better instruction for our children.

We feel this is what would happen with revenue sharing. Yet, when the city of New York goes before the Federal Government or the State to establish comparability, they take the average teacher salary, yet when we are budgeted, we are not budgeted on average teacher salary, we are budgeted on the real teacher salary.

So we feel this type of double standards will take place through revenue sharing as well.

The State, according to the bill, will decide which programs to fund. We are again at a disadvantage. We don't have representation to a great degree. We don't have lobbying groups at the State legislature to influence the representation. We don't have the input that other communities would have.

We have no input with the State Department of Education in the decisions that govern how our funds are allocated. We can't compete in writing the proposals.

The more affluent districts have the money to hire special staff to write proposals. If we are in competition with other communities, we will in a practical sense lose out. I have heard that the major criticism in trying to help the poverty programs get started is that the funds never end up for the people that they are designed to help.

Everybody is afraid that the money is going to people other than the ones that are in the poverty level. We feel that the only way you can avoid that is to give direct grants to the communities that are involved. If we are going to give a total amount of money to the State and tell them what to do with that money, then they are going to take off some of the money.

When it gets to the city level, they are going to take off some of the money. At the city level we have our own administration that takes off some of the money. By the time the money is spent, I feel that the children will get the least amount.

The State decides its own priorities. I don't know if the chairman and his committee is aware of it, but the State Department of Education for next year has already informed us that there will be no pre-kindergarten classes and no kindergarten classes funded with other than tax levy money.

There will be no junior high school programs and only first to sixth grade children will be included in this total package.

Now, this is totally diametrical to the needs of our community. We need a pre-K program. Our parents have to have that kind of educational start for their children to make it.

Our junior high schools are in bad shape. Our youngsters in the junior high school level are reading 2 and 3 years behind grade level.

That is the most difficult age group that we deal with, and yet, there will be no funds available because the States set up the priority. The communities had no say in setting up of these priorities. This is what is going to happen with revenue sharing where we are losing out on telling the State and telling other people what we really need.

Parent input under title I funds has been very great. There has been a fantastic change in the amount of parent and community people who have been engaged in helping to see what is going on in their own schools.

We have more parent involvement now than we have ever had. We feel that the revenue sharing proposals will destroy this involvement. Just before I came to Washington, we received a statement from the State Department of Education on our proposals which we sent to the Emergency School Assistance Act, one of the new acts that just came to be.

I thought if I could point out some of the things happening under this act, it would reflect on the revenue sharing proposal.

We were given 10 days to make a proposal to compete for a certain amount of money. Thirty-one school districts had to sit down within 10 days, we had to organize parent groups, we had to organize student groups, write proposals, present them to these groups and then have their feedback on these proposals.

We submitted four proposals. We found that the State department of education, and we had no knowledge of this, appointed a Dr. Soble, to head a committee to review our proposal. He sent back an evaluation statement. He does not refer to a single one of our proposals, but gives us a general assessment on one sheet of paper of what is wrong with our proposals and why we may not get funded.

We never met Mr. Soble. We have no idea who he is. Some of his statements are so vague that we could not determine which program he is talking about. If this type of power is going to stem from the State level to tell us what we need, and there is no communication at any time between the two bodies, we feel that we will definitely be at a loss.

I would like to also point out that this committee has a responsibility in establishing a national priority. We don't feel that even the State level should have the right to establish that type of priority.

I think that the Federal Government should give us guidelines as to a national priority. There is nothing in the bill that says that the programs have to be used for direct instruction to children. What is to stop a school system from using this money for construction purposes or equipment?

Isn't it possible that these very funds would be used to avoid desegregation requirements and perpetuating segregated school systems? How do we know that the private schools that are entitled to revenue sharing funds are legitimate private schools and have not been designed to further desegregation?

There has been a great deal of talk that the programs under title I do not work. With your permission I would like our deputy superintendent, Mrs. Coppin, to discuss for you some of the programs that are in our district that we have a great deal of faith in that are working for our youngsters.

Mrs. COPPIN. I would like to point out to you that a number of the programs that we feel are successful are described in our testimony which was sent to you, but just to briefly state that we feel that title I has been used to improve reading scores in our district, to improve attendance, and, of course, as Mr. Dembo mentioned before, to stimulate greater parent involvement.

We have also had a number of youngsters entering specialized high schools. This is something new in a district like ours. The increase has been something like 200 percent over the last few years.

There has been a drastic reduction in the number of suspension cases, because we are able to provide ancillary services to children.

We are able to service the total family, not just the youngster who may be acting out or the youngster who may be difficult in class. There have been positive changes that anyone that comes to visit a class can see in the instructional program.

These include individualized instruction. We are able to purchase program material so that kids can work on their own. We are able to have small group instruction by purchasing the services of an educational assistant.

We have introduced new materials, and we have used the funds from title I and from the other titles of ESEA to provide teacher training, workshops for teachers, and to hire consultants to assist us in implementing these programs.

We are able to diagnose and treat children at an earlier state. One of our programs described in the prepared testimony, P.S. 83, is an example of this. We spend $4,000 per child to assist these children who are in trouble who act out even before they get to the first grade, and this has proven to be a very successful program.

Another one that is described here is our strengthened early childhood program where there is another adult placed in the class to assist the teacher. As you can see, over 7-year period, reading scores have gone up substantially, and we have presented here for you a school-by-school breakdown on the achievement.

There have been some other intangible achievements, also. One of them, of course, is greater parent involvement and greater community involvement. And also, we are getting greater faith in the schools in our district because the parents and the community and school staff have sat down together, have written programs, have seen them implemented and get a feeling that they can make a positive change in the education of their children.

We have also insisted upon hiring community people as part of our evaluation agency, the independent evaluation agency. They are also assisting us in evaluating our program.

So, therefore, they do see some positive changes.

You also see in table E of the prepared testimony some of the changes that have been made in preschool education. We don't feel that it is so that Headstart does not make a difference. It may not make a difference in some places, but in New York City in district 16, we had seen where children who come in pre-K and kindergarten do much better throughout the school year.

As you can see, the college prep program is also described. This is a program that assists youngsters who have the ability, the potential is there, but the reading and math scores are not up to par. With this individualized instruction, we are able to get these youngsters to go to specialized high school.

The last table describes some of the steps we have taken to improve attendance and by an evaluation agency, an independent evaluation agency, it has been determined that attendance has been significantly improved.

These are just briefly some of the successful programs. We believe that we are able to provide with these categorical funds the kind of program that any parent would want for his child if he were able to afford it.

Chairman PERKINS. Go ahead, Mr. Taylor.

Mr. TAYLOR. Mr. Perkins, and members of the committee, we are in agreement with district 16. We are also in agreement with their statements concerning revenue sharing.

I would like to direct most of my remarks, as the paper I presented to you does state, to what I think is the heart of the matter, that is, the lack of total approach o educaion. I think the heart of the matter is that we are not taking a total approach to education in the United States.

I am going to address myself to one portion of it, that is, the area of the preadolescent pupil as well as to the effects of revenue sharing as presented to the Congress. I am also going to make some attempt to speak concerning our aims.

I see in the Congressional Record support for financing the schools, which I certainly agree with, but I think we have to think totally of the effect and the impact on cities and rural districts as well.

As you know, one of the biggest crises we have in urban education is a recognition that schools have failed in their efforts to provide an adequate education for all children by and large, particularly those in preadolescent and adolescent age.

The age bracket from 10 to 16 provides many, many problems because it is a confusing bracket and in a complex area. It is somewhat ironic that this group has been neglected more than the others because the census shows that the largest number of individuals in our country is in this group.

In fact, the greatest percentage is age 12 or 13, 28 percent of our population. In New York City, where 2,234,000 youngsters come between the age of 13 and 18, as in most cities, we have not begun to attack the problem.

As you know, the youngsters in this age group not only have a devastating effect on the social ills and problems of the community, but also they have been devastated by the lack of programs in the schools.

For example, more and more youngsters of this age decide to leave school before completing high school than ever before, and at one point, we had reached the point where it was going in the other direction.

More junior high school and intermediate school pupils have been failed by the schools, and we feel that the teachers have failed, the administrators have failed, and particularly the administrators and teachers because they fail to stay into intermediate and junior high schools and teach for long periods of time.

We feel that we should look at what people like Silberman, Whitehead, and Bruner have said when they stated that educational reformers are needed in the intermediate school area. As you know, reform costs money.

Unfortunately, the money we have for the traditional offerings isn't sufficient. This is part of my suggestion to you that we think in terms of supplying sufficient funds for traditional programs and also sufficient funds for making change.

This requires a new look at the way of funding, a new look at our priorities, a new look at our goals and our objectives, and certainly, a new way of doing things.

Reform has been even slowed in this age group than it has in the other age groups. Mrs. Coppin mentioned the reforms we have in title I for pre-K and headstrat and people are trying to take those away, but they have not been successful.

We have tried nothing in the junior high school intermediate group that gives us a structure that holds the youngster, holds his interest, and caters to his needs, and that will make him a productive and successful citizen.

Of course, we have some, who in spite of the system and lack of structure, are successful; but, by and large, we miss most of them. You know that the age groups of 10, 16, and 18 are influenced much more by what happens outside than they are by what happens in the house.

So we have to compete in 1970 and 1980 with programs that are meaningful within our society for those youngsters.

The teaching and learning process in the elementary school has been looked at by many people, but in the intermediate schools we have done nothing to restructure and to analyze the needs, the effects, and the implementation of the structure of a school and the learning-teaching process.

This particular group, as you know, psychologically needs a great deal of understanding, a different type of offering, and, particularly, a different type of program.

To my knowledge, we have no such programs in any large city, particularly in the inner cities. We recognize that no local district can do it alone. We cannot attempt to solve this massive task without the help of the Federal Government and, as Mayor Dembo has mentioned, to leave it to the State, has not been sufficient.

The State guidelines tend to be a compromise to satisfy rural districts rather than the city and attempt to be a compromise to satisfy political ramifications and political interests.

We could not afford this because by and large, it is more expensive to do it this way. In short, we have been attacking the problem at the seventh line. If we attack problems and attempt to solve them on this basis, we could never have an impact on the total picture.

Congress must provide sufficient funds and sufficient money to meet the following concerns of public education. I think these considered. I am going to list these three concerns, which I think your program and your bill should be directed towards:

(1) The ability to meet the complex demands of the expressed needs of youth at the age level of the intermediate child, 10 to 16 to 18;

(2) The ability to develop a system of instruction which has identifiable characteristics that will enable teachers, administrators, and other personnel to further develop competencies and skills necessary for working with students at this age level; and

(3) The ability to develop a sufficient open-ended system that permits cooperative input from a variety of concerned individuals, agencies, professional staff, parents, community representatives, and universities.

The Congress must develop a heightened sense of awareness developed along with a sense of responsibility for the needs of public education.

Mr. Dembo alluded to this. We could not allow any subterfuge dealing with private schools separately from public education and making public education suffer. One of the cornerstones of America is the public educational institution.

We must remember that educational programs cannot be developed and implemented in isolation from the broader social programs and conflicts of our society.

You must embrace the concept of true equal educational opportunity for the poor, the black, the disenchanted, and, particularly, the preadolescent and adolescent girl and boy of the inner city.

Compensatory offerings have not been enough. They are good as far as they go, but they do not go far enough. Equal amounts of dollars for basic programs and general education must be made available for all children.

Adequate funds must be allocated for a solution of the problems of professional development and classroom practices. These major approaches should be included in the program: new patterns of staff utilization, development and use of new curriculum materials, research on pupil learning styles, teacher styles, use of technology, experimenting with groups of students, and utilization of time.

Lastly, you should consider the importance of providing tax dollars for innovative arrangements and the use of school space. The financing of education in the elementary and secondary school levels has come from several different sources in the recent past, as you know.

These local tax funds, revenues provided by the State, additional funds from the Federal Government, have been designed to stimulate growth, but they have not gone far enough.

They have been designed to help desegregation and to reduce the effects of poverty on minority group isolation. They have not gone far enough. At this point, I want to allude to Mr. Dembo's statement concerning revenue sharing and the financial aspects.

The President has proposed a revision in distribution of Federal money through a device called revenue sharing, a system which would give local governments more say in the disbursement of funds.

There are several problems with this that I would like to call to your attention. I wish you would heed to them. They may help us make the President's goal as stated originally more meaningful and effective.

The basic premise should be, and I think it should be accepted by all, that we all have a genuine interest in the improvement of the educational progress of a parent of the inner city, in the rural districts, the Congressmen, the Governor of the State, the mayor, and councilmen.

We also should make ourselves aware that the taxpayer wants to get his dollar's worth.

As much as you are aware that the taxpayer wants to get his dollar's worth, we are aware of that. We want to get a dollar worth for what it is spent for, and we want it to be effective. There is no quarrel about the fact that the moneys that we spent a decade ago are not sufficient today.

I think you should keep this in mind. Assuming that the same money is received for all possible programs from all sources that were available 10 years ago, or even 5 years ago, the costs for a district that does not require capital improvement have increased by approximately 40 percent.

This increased expense results from both personal cost and material costs. The innovative costs and devices common to our schools wear a steep price tag. The cost of additional texts have passed the food market in costs.

Think about that. Traditional textbooks have gone farther in cost than the food market. We cannot expect to improve education by keeping the level of expenditures the same. We cannot expect by any means to keep the level of expenditures the same and succeed.

Reducing the level in certain situations is almost the same as abandoning the programs. To reduce title I moneys, to reduce additional moneys is almost the same thing as leaving it all together. It might be more honest and our youngsters would be able to understand it better if we were to abandon it, and say we do not believe in it.

I say that we should give lip service and say we believe in public education and equal opportunities and provide the funds for it. In the concept of revenue sharing, although an excellent one in principle, unfortunately there are certain realities you must look at.

National headlines are appearing which show that the Federal moneys are replacing other moneys which are diverted to areas which cannot be included under the profit sharing guidelines.

Therefore, the school district may receive no money at all, which is a complete loss if the revenue sharing replaces compensatory education funds. If revenue sharing means there is no title I, no title III, then we have lost completely.

In most urban situations, the schools cannot expect to gain an amount equal to what they have additionally received. The schools will get less. I think this is apparent, and the consequences would be as follows. The quality of the educational process will be diluted. The present system of allocating compensatory funds handicapped the school district for a lot of reasons.

First, the expenses are duplicated and in many instances by financial systems, and there needs to be established a different system of handling the money through a local district. By that I mean where we had LEA, that Mr. Dembo mentioned, of New York City and

State receiving the moneys from the very beginning, moneys raked off the top for administrative cost, first the State, then the city itself, meaning the children receive less money and services.

Secondly, when a district does not qualify as LEA, a substantial percent of the funds are not even accounted for as far as the district is concerned. Thirdly, the nature of districting funds to a few pupils at high per capita cost is discriminatory to those in the control group.

Think about it. It is discriminatory for those in the control group. Those not favored by programs sponsored by compensatory programs are being handicapped despite the fact that they are provided the rationale for the receipt of the funds.

This is not justifiable. In short, these shortcomings of the revenue sharing proposal, as presented, provide less than an equal opportunity and have built into it economical and systematic defeat.

I think you should look at that. What we need in concluding as far as the financial end is concerned, is Federal funds that are not competitive. They should be provided because there is a need, not for the purpose of furthering nonessential programs, but for programs that are essential, programs for restructuring the middle schools or adolescent schools and preadolescent schools.

It is the responsibility of the districts to research adequately innovative programs, and implement them with their budgets in the same way a family remodeling must live within its budget.

We know that because the budget has to be adequate. Federal funds should be provided according to a formula that requires funds be disbursed by State and other governing bodies to where the need is.

It should be required, and it should be distributed where the need is. If these political parties are given the latitude that is suggested at the present time, the allocations will follow basic political considerations as a first priority.

I am quite sure Congress does not want this. What then is needed in the way of Federal legislation is as follows: Federal funds should encourage the creation of kindergarten and prekindergarten classes of an all day nature under the supervision of a school district.

Such would eliminate competing with private services who have unqualified personnel which in many cases are no more than day care services, and do much harm. It would also allow buildings which are becoming less populated because of a population factor to be utilized to their fullest while preventing expenditures of municipal funds for duplicative services.

Furthermore, the controversial question of eligibility for such services should be removed and for more parents, far more parents should be able to reach and seek employment rather than remain on costly relief rolls. Federal funds should be tied to the cost of living index.

The Federal funds should be tied to the cost of living index so that district will be able to plan their programs with a reasonable certainty, not at the last moment on a 2- or 3-year plan.

Our space program was very successful because the money was there, and it was planned, and they did not wait until June 30 of the year to determine how much money they received and if they did, they had enough backlog to go ahead with the program.

We wait until June or August to know how much money we will have, and then we attempt to plan programs for the following year. No other segment of our private industry or sector of our society does this. This is the reason why such groups as General Motors, the Aerospace Industry can say they are successful.

They have adequate funds, and they plan. They have the where withal to do the job. They utilize the resources that they have. They utilize the staff as best they can, and they put the best person in the best place, and they attack the problems that should be attacked.

I think Congress should have responsibility to see local school districts do this so we can tap talents and resources of the boys and girls, not making them just better citizens, but productive, forward looking people who will make a better world in technology as well as in civic living.

The fundamental obligation of our Government is to provide equal educational opportunity for all, through provision of equal sums of money on all levels. This provision of equal sums of money is vital to the establishment of laws, concepts and practices that are commensurate with the hopes, aspirations and basic rights of all Americans.

I ask you to consider, as you look at the report and the paper, detailed facts as well as prices in education and take a stand, if necessary, far and beyond the one that the executive branch is presenting. One that may not be popular with the rest of the committee, but one that puts America forward in educational process and gives every district and every child an equal opportunity to become the very best person that we can make them.

Chairman PERKINS. Mr. Daniels?

Mr. DANIELS. Mr. Chairman, I have no questions.

Chairman PERKINS. Mr. Forsythe?

Mr. FORSYTHE. Mr. Chairman, no questions. Thank you.

Chairman PERKINS. I have a couple of questions, superintendent Dembo. What is your reaction to the proposed legislation that allocates funds on a test score basis?

Mr. DEMBO. You mean those children that score poorest would get more funds.

Chairman PERKINS. That all of the funds from the Federal level will be allocated on a test score basis?

Mr. DEMBO. If that were the only criteria, I do not know if I would go along with it personally. It is something I would have to consider. I do not want to make a rash statement since I had not heard of this proposal.

Chairman PERKINS. One further question, and then I will let the gentleman comment on my first question.

Mr. TAYLOR. Are you asking how do we feel about giving the moneys based on the youngsters success or failure?

Chairman PERKINS. That is correct, title I.

Mr. DEMBO. Which area, reading, math, or general performance?

Chairman PERKINS. The whole thing, on title I.

Mr. TAYLOR. I think that Mr. Dembo cannot give you a categorical answer because I think one of the things Congress has not done is to go back to 1937 when the cardinal objectives and aims of education were spelled out.

We have not gone beyond that. I think in order to measure the success, we have to look at what our goals are. If we are saying we are going to measure success of programs based on ability to communicate, language response as well as written, and reading, mathematics, social building, critical thinking, the ability of a youngster to relate to other people, or the youngster to consider his health as a factor, if we are going to take into account all of these things, and we are looking at the total person as being the measuring art, and we put a team of people to work to give us research and take out the variables, and say we have a pure index that we can go by, perhaps I would consider it.

We do not have that.

Chairman **Perkins**. Let me interrupt you. Mr. Dembo, you said that comparability did not really exist in New York City because of the school district average teacher salaries. Could you go into that a little more fully?

Mr. **Dembo**. On table A in our testimony, we received an allotment of $25,681,000 to provide pupil services based on our population, one of the largest grants given in the city because we have one of the largest districts.

But because our teachers earn less money, each teacher, they do a statistical breakdown teacher-by-teacher, and because we have the most inexperienced teachers working with us, and Mr. Taylor suffers similarly, we lost over $2,050,000.

That was taken out of our budget because we do not fully spend that money for teacher salaries. That money was placed in another district, district 26, which received an additional $1,700,000 because their teachers are very experienced.

But, when it came time to determine whether or not we spent a certain amount of money per child in the city of New York, they did not take our real sum of money. After they took away all of that money, they did not go back and say you are only spending $23 million on salary, but they took the average teacher salary in the city of New York.

So, as a result of that, we get short changed. If you are going to compute on one hand what we really spend per child in our district, then let's keep the original figure.

Mr. **Taylor**. Along with that, they also have the fact that the inexperienced teacher was left there teaching, and as you know, it takes 2 or 3 years to begin to be a teacher, except for the exceptional person.

One of the things I am asking for is that we have a level per child, national-wide, that should be spent on education. Scarsdale, N.Y. should not be able to give 2,100 or anywhere from 1,700 per pupil for education, and our district 1,800 per pupil.

It is not only unfair, but not proper.

Mr. **Dembo**. May I respond to the first question?

Chairman **Perkins**. Yes.

Mr. **Dembo**. Something comes to mind that disturbs me about using test measurement as a means of evaluating fiscal problems. Suppose because the Government were to give us compensatory funds to help our youngsters and because we were able to make smaller class grouping and give more direct instruction to children, 1 or 2 years later we did accomplish a great deal, would we then be placed back in the position 2 years later where we were originally, and then, of course, we would go down hill?

I think test scores in themselves would not be a sufficient criteria. I think it could be one of the criteria but I do not think we could afford to consider that the only criteria.

Mr. TAYLOR. I think that Congressmen have to be aware of the fact that many educators feel that a reading score, for example, is not all that it seems to be. It is a frustration level where a youngster is being tested nationwide and the test has to hit the interests of youngsters from Iowa, New York City, Alaska, and what not.

So, with a test like this, and the frustration level say that you stop at this point, it does not really tell us what the youngster knows or what he does not know, how much he has gained in a pre-K program as opposed to what he would not have gained.

We have not had sufficient funds to have control groups. If we had control groups, we could say these youngsters gained so much from pre-K and these youngsters did not, and they were equal, and therefore, we could measure the difference.

We have not done that. Congress should provide funds to be able to provide information data to support or not support the success or failure of the learning process.

Chairman PERKINS. Mr. Forsythe?

Mr. FORSYTHE. Thank you, Mr. Chairman. I would like to follow this line that you have started here.

Gentlemen, recognizing that in the present law we use solely economic data as the criteria for distribution to the States, the approach that the chairman refers to, of course, is the Quie bill, and I recognize that it has just recently been introduced, and I am sure you have not really had a chance to analyze it and evaluate it.

And for me, I would appreciate it if you would avail yourselves of this bill and reflect upon it rather than taking a categorical position at this time, because I think the attempt is really to reach what I believe is your target, the educationally deprived child, whether it be an economic level which is at this point really so unrealistic using $2,000 per family income plus the AFDC as the sole criteria for State allocation, and I do not think that anybody has yet tried to lock in the test score approach as to specifics.

It is true that we need development of a sound basis here and it is also true that we need the research that you referred to, and, this, of course, is now underway.

Chairman PERKINS. Will the gentleman yield to me?

Mr. FORSYTHE. Yes.

Chairman PERKINS. Don't you think it is reasonable to assume, especially from a realistic viewpoint, that if we fell into that trap, and allocated the funds on a test score basis, that the local school districts over the country would come up with the lowest scores possible in order to obtain more funds?

Isn't that a realistic assumption?

Mr. FORSYTHE. Well, as I understand the Quie bill, it does not permit the schools to actually operate the test. It has to be an independent outside test mechanism that arrives at this so it cannot be rigged by the school districts.

But really now, my only purpose is to help you to realize what the Quie bill has to say.

Chairman Perkins. You would tell the smartest kids not to come to school that day, wouldn't you?

Mr. Taylor. I have looked at the bill, and I think basically the idea of equalizing does not go far enough. And the amounts should be included. To put this purely in the hands of a local government, without mandates to assure certain things in the implementation, would be a problem.

That is what I am basically saying. In other words, much of the bill I could live with, but to give it to the State and leave it in the hands of the local governor, so to speak, as to how it should be spent or how it should be filtered down without spelling out particular mandates and amounts for needs, would be a problem I think.

You speak of grants. I did look at it. There are grants that you speak of, and there is general aid.

Mr. Forsythe. But in all three, the legislation under consideration, revenue sharing and in the Quie bill, the title III is a passed bill, it is not discretionary.

Mr. Dembo. We have a gentleman who was very much attached to our district, who became a doctor in our community, and he decided to make a study on one class of very bright children.

In the ninth grade, these youngsters were called special progress children. They were 2 years ahead in their ability levels, by test measurements. We followed these youngsters through high school. Every youngster was supposedly college material.

There were no supportive services for these children. They all came from disadvantaged communities. Of the 30 children, three ended up in college. So, here you have a population of youngsters who are qualified to go ahead, but somewhere along the line, because of extenuating circumstances, they did not make it.

Now, you talk about tests. It is very interesting. The reading tests that we give our children are standardized all over the country. The first question on the reading test: A shrub is: Choose one ,two, three, or four. How many inner-city children have ever heard of a shrub. That is a sample.

There will have to be a national type of test because if money is going to be allocated equally, it cannot be a test just designed for our district.

It should be designed for the country. So the test itself will provide us with problems. How about a school that does a consciously poor job. How about a school that does not really educate its children.

Are they to get a greater reward than a school that tries very hard to educate and make some advances? There are certain problems in just awarding funds on the basis of test scores, and I would like your permission to have an opportunity to read the bill and to mail to your attention, Mr. Perkins, my comments.

Chairman Perkins. You will have that opportunity to study it and mail your suggestions to the committee.

To my way of thinking, I cannot see any continuity in supporting disadvantaged kinds in allocating funds on test scores.

Thank you all very much.

Mr. DEMBO. Thank you very much.

Chairman PERKINS. The next witness is Superintendent William Hin, Bayonne, N.J., and a panel of New Jersey mayors. My colleague here, Congressman Daniels, who has been with me all the way in this legislation for many years, and has been one of the most ardent supporters of educational legislation in the Congress. I know that he wants to say a few words this morning.

STATEMENT OF HON. DOMINICK V. DANIELS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW JERSEY

Mr. DANIELS. Mr. Chairman, thank you very much for allowing me the opportunity of presenting the distinguished gentlemen from my congressional district which I have the honor to represent. Each of these men, the mayors of the town of Weehawken, Union City, and West New York, as well as the superintendent of schools of Bayonne, are closely identified with the resolution of difficulties of providing for the education of children who, but for the Federal involvement in the community, would not be their responsibility. In Bayonne, we have a very large military installation, the Military Ocean Terminal, a major installation which has a tremendous impact on the community school system, yet makes no substantial contribution toward school finances. With the proposed cutoff of school funds, the city of Bayonne will be faced with a real financial crisis.

The problem of the North Hudson communities of West New York, Weehawken, and Union City, is not unfamiliar to this committee. If you may recall that in 1969, the mayors of Union City and West New York, with their respective school boards, came before this committee and testified to the tremndous impact that the influx of Cuban Refugees had on those two communities. As you may recall, the airlift from Cuba—two flights each day—bringing in approximately 38,000 or 39,000 Cubans to this country. By some peculiar pattern or form, a great many of these Cuban refugee families migrated to the adjoining communities of Union City and West New York.

Today, as a result of that airlift, over 50 percent—the exact figures will be given by the witnesses—of the students enrolled in the schools of these two towns are children of Cuban refugees.

We have extensive experience wherein children, 8 or 9 years of age come to this country not knowing any language but Spanish leaving teachers, administrators, and other students at a loss. I am sure you realize the impact upon the school as a whole.

The circumstances with which these communities are faced has been spread out to another town immediately adjoining, the town of Weehawken, and the mayor of that town is likewise here to testify to their problems. As to the details of the effect of the Cuban refugees migrating to these three northern Hudson communities, I will leave that up to the mayors of these three towns.

I would first like to present as a first witness today, Mr. William

Hin, superintendent of schools of the city of Bayonne. He is the chief school administrator of that community of about about 85,000 people. The proposed cutoff of funds of Public Law 874, will create a severe financial problem for the city of Bayonne. Dr. Hin has been a teacher, a principal, a counselor, a school administrator and has been involved in the teaching profession for over 22 years.

It is my pleasure to present him to this committee as the first witness. Dr. Hin, you may proceed.

STATEMENT OF DR. WILLIAM HIN, SUPERINTENDENT OF SCHOOLS, BAYONNE, N.J.

Dr. HIN. Thank you, Mr. Daniels. Chairman Perkins, Mr. Daniels and gentlemen, I would like to point out that Dr. Rossnick, vice president of our board of education and board of trustees, is here with me, along with our other colleagues and friends from Hudson County in the 14th district. Dr. Rossnick has some special background in the State of New Jersey. He is a member of the State School Board of Directors for our State.

I would like to initially thank you, Chairman Perkins, for providing the opportunity to submit this testimony and to supplement it in terms of special amplification. I appreciate this very much. We would certainly solicit your support for continuing and expanding Federal financial resources.

Chairman PERKINS. Let me say that Mr. Daniels, which you well know, has discussed the problem with me, dating back from 1967 and we will be considering what to do in the nature of an impact bill this year. We are glad to see you here. We want you to know that we are working on the problem.

Dr. HIN. I don't want to bear with this era of change, this very long, but I point out that this era is one burdened with negotiations and strikes, such as the recent strike in Philadelphia, impasses, work stoppages and student militants and the like. Our National Association of School Administrators has, in its most recent resolution, emphasized the problems inherent in race relations, school integration, student militants as well as education for displaced students, which Congressman Daniels has alluded to in north and central Hudson County. There is a need for minimum foundation programs, for forward funding, funding ahead for full funding and impact aid as well as for long-range planning. The resolution in State finance is going to provide us with all kinds of problems in the era immediately ahead. I also add such problems as physical assaults and accountability to the public. I think that we welcome and anticipate evaluation and accountability that is going to apply to changes that are bound to come to us in 1970, educationally.

The opposition that we strike to revenue sharing, I think is based not only on intuitiveness but on pragmatic experience. It is also based on the understanding that the Committee for Educational Policy Research has called national attention to the inability and inappropriateness of revenue sharing at the present time to assess how educational organizations really work. The one thing that we are anxious to avoid is being in the ambigous territory of a Purgatory, if you will; that is going to destroy or impinge severely on running effective schools. Bayonne is among the dozen largest cities and New Jersey is the sixth most populous State in the Nation. We are an urban county. We are an industrial county.

The city of Bayonne has New York Bay behind it. The Statue of Liberty is in our waters. We are a metropolitan area surrounded by Jersey City. We have the largest cities in two States and although we are a smaller city by dimension, we sit right in the midst of this metropolitan zone. We happen to believe that we are a very vital and staunch advocate city in America.

We happen to have the largest per capita contribution of manpower to the Armed Services in the last 30 years of any city in the Nation and we have leading statistics in purple hearts and other military decorations. Bayonne does have evidence of the scars of national defense. With regard to impact aid, we have received for years this fiscal aid under sections A and B of the law.

The Federal Government's curtailment of section B. creates a situation which we regard as poorly planned and untenable. We contain a military ocean terminal which Congressman Daniels referred to. It has the largest military terminal depot base on the Atlantic Ocean and all four continents. It holds the U.S. Navy Logistic Management Office. The size and location of the property are unique fronting on New York Harbor, looking out on the Verrazano Narrows Bridge. The property is worth a fortune.

This is a primary harbor territory in the sense of shipping, industry, national defense, and a commercial shore line use U.S. aircraft carriers are kept there. It is the hub of the military supply on the eastern coast.

We are very pleased and delighted to have this kind of American service in defense and communication system based in our municipality, but the ratable tax structure which is removed from municipal roles is obviously a source of great concern. Miles of adjacent shoreline, north and south are fully developed and they give us immense tax relief in the county area in comparison to the unavailability of the military terminal area.

Our city provides a lot of services to the military terminal in addition to education. We have had the largest assemblage of citizens on the eastern seaboard for Armed Service Day. We had special ecology programs in cooperation with the military and the Navy. We have had extended ancillary services that we give to adults and to foreign people who are located there.

We have a Bayonne, N.J. to Bayonne, France exchange program. We have employment immigration which goes on from day to day.

Fiscal year 1972 shows we were spending about $567 per pupil, that we were receiving $567 per pupil, and our cost has doubled for education of the citizens in that area. Therefore, we say that Public Law 874 and section B and section A should be included this year and expanded. would like to call your attention to the fact that we have in terms of friendship and relationship a distinguished kind of siutation with NATO and SEATO. In terms of educational provision, we had other amenities that we have provided to the foreign services of the NATO and SEATO defense alliances. During the recent year, we provided educational services at no additional cost to the officials of about 20 to 25 navies of the world who are involved in these alliances and to their staffs and their personnel. This was in terms of the U.S. logistic work that was being done in terms of defense and in terms of foreign policy.

Mr. DANIELS. Superintendent Hin, did you state that you were not compensated for rendering that service?

Dr. HIN. That is correct. These are services in the nature of literally extending the hand of educational friendship, evening programs. The special cooperation that exists between our public school system and the bases is such that we extend these kind of services but do not retrieve moneys to underwrite these kinds of programs.

Mr. DANIELS. Who are involved in the program?

Dr. HIN. The U.S. Navy, the U.S. Army, and during the past year about 20 to 25 navies of the world who had staffs there doing special work related to American defense.

Mr. DANIELS. Are these adults enrolled in the various services of our school system?

Dr. HIN. Yes.

Mr. DANIELS. How about children?

Dr. HIN. Their children too. But we do not retrieve any Public Law 874 aid. We have an adult group coming in and we perform services over a partial school year. There is no particular way in which we, after extending these services, retrieve funds to cover the same. We do this in terms of good faith.

Mr. DANIELS. How many persons would you say you took care of under that program?

Dr. HIN. We have had groups from the size of 20 to 25 to groups in the dimension of a hundred.

Mr. DANIELS. Over what period of time?

Dr. HIN. Over a period of time from several days to several weeks to several months. The most extensive period of time would be probably from approximately September until either April or May.

Mr. DANIELS. In total, how many persons would you say you took care of?

Dr. HIN. Probably from 1 to 200 persons per year.

We have had, for example, the Captains of various Asiatic Navies, Latin American Navies, and European Navies who are allied with NATO and SEATO and who enjoyed various educational services from the community.

Mr. FORSYTHE. This intrigued me. I gathered it is adult education basically.

Dr. HIN. Yes.

Mr. FORSYTHE. Does your adult education program operate on a fee basis as it does in my area?

Dr. HIN. No, my Board of Education told me we underwrite this program. We have four divisions of adult education and only one has a fee structure attached. We do not provide any fees for these particular services to the military.

Mr. FORSYTHE. Thank you.

Dr. HIN. The next point in terms of impact aid that I would like to emphasize is that in New Jersey this year will not receive its $8.8

million allocation, but in fact will receive $2.8 million and therefore will lose approximately $6 million of the $8.8 million that we had destined for utilization between now and June 30. Thus the current status of 874 is such that $6 plus million must somehow be found in the communities of the State of New Jersey, including our own.

Chairman PERKINS. Is that because of the impoundment and holding of money and disputing in going ahead with the continuing resolution?

Dr. HIN. Yes, in terms of this, I would like to emphasize how strongly we feel about the need for Congress to continue its efforts to continue these particular moneys to us. We do not have access in our city and municipality to the Fiscal Board of Estimate anymore. We had historical access to the Fiscal Board of Estimate within the municipality to whom we could go for emergency fees and emergency funds, but we no longer have that. Thus we now find ourselves with no avenue from which to retrieve funds for the remainder of this year. I would like to make another point that our anticipated education referals for fiscal 1974 have already been cataloged in the budget. The budget has been passed this past winter for the next 18 to 20 months ahead. We are now therefore in a legal log jam where we have no recourse to any emergency or other provisions of the law in our State or in our city to gain these moneys which we have already anticipated for not only the remainder of this year but for next year. This creates a serious blockage and it is a situation we cannot live with. Any Federal comment that States would have the option to continue impact aid would certainly be considered specious because it has been so rendered by the national budget itself.

Schools and pupils in sections A and B are a burden on the schools in our community and, I think indeed across the Nation. Their families have moved into the district. The district must serve their educational needs and provide school space, materials and equipment, teacher and staff. The Federal employers obviously pay no taxes in this case. The pupils and their costs are indeed a burden. The fair and progressive method would seem to be through 874 to attack the problem partially with income tax which supports 874 rather than to try to direct this and divert it back to the full reality and ratable load of the community itself and to use that as the sole basis. The curailment here is going to cause escalated local taxes for emergency provisions with no local rescourse in notable Bayonne, but in 224 other systems in the State of New Jersey.

It is further going to have a tremendous deleterious effect: it is going to undermine the bilingual programs that exist for these thousands of refugee people in Hudson County. The U.S. Office of Education in August 1965, determined via Stanford University studies that while impact aid is somewhat unusual, it is highly defensible as a mechanism. It is properly conceived and it is a good system. In fact, the richer districts do end up paying more and therefore it seems to be a fair system and it seems to be worthy of permanent constituency.

Chairman Perkins and other Congressmen who have supported the idea of a 5-year continuing program in this regard certainly have our total support. The Battelle Institute studies in December of 1962 supported all of the theses of the Stanford finding and supported impact aid as more sound and a better mechanism than any alternate method studied.

We would suggest that you work for this kind of 5-year or longer legislative authorization. In the Congressional Record you appear to have stated an intent to fund no lower than fiscal 1972 level. We would point out at this stage in the testimony that we seriously are concerned about the evolution of congressional authority over appropriation which in our constitution and which in our history and tradition is indeed a House of Representatives power and mandate. It would seem that congressional legislation on impact aid of a continuing nature plus any override on impoundment or override on inevitable veto should certainly be your consideration and we would hope for that kind of a strong action.

We do not like the idea that we should be told in the educational community that our own people are be less important than the rest of the world. Therefore, this increase in defense spending, which would in fact outlay the actual moneys coming into public education, seems to be something we cannot understand and do not want to have. We believe that new or expanded services in this regard are calculable. Any other kind of action I would submit to you is confusing and it is disfunctional in the regard. So much on impact aid. I would like to spend several minutes, if I may, on ESEA and related programs. Your consideration of some kind of meaningful 5-year extension of ESEA is something which we solicit. Direct aid to the libraries under title 2 has in New Jersey caused the pupil-book ratio to go up from 4.9 books per pupil to 8 books per pupil, approximately a 80-percent increase in escalation of library materials and books for young people over the span of 72 months. Two thousand public elementary schools are 600 private elementary schools, a total of 2,600 schols in New Jersey, have established libraries which did not exist before 1967–68. Twenty-two demonstration centers have been created. The potential of library and institutional media services to both children and adult citizens and special additional assistance available to municipalities in needy urban areas has just been heartwarming and it has affected 16 major cities in the State even more so than some of the larger districts in the State. These facts and figures apply to New Jersey. They are specific statistics. Our city of Bayonne and Hudson County generally are characteristics of these figures. We do have new libraries. We do have libraries in schools where we had none. We do have demonstration centers. We do have continuing services. We do have new inovative services. We have special services for disadvantaged people, for blacks, for Spanish-speaking, for the foreign born, for urban, for poor people. We have reached in New Jersey with these new services a minimum of 943 individual persons within the last 3 to 6 years. Health and welfare and correctional institutions have also received some new library services. We have a supportive exchange program with a marvelous Manhattan and Philadelphia libraries which only allows us, as it ought to, to compare on a tristate basis and try to improve services collaterally in all three of the States.

We have book and film and audio services on a regional basis now and the seed moneys which you provided in the original title 2 and related allocation have started 70 modern county or school or local libraries in the State of New Jersey.

I submit to you, gentlemen, that this kind of systematic strengthening of the State libraries is proof enough that title 2 has been well funded and that you have done an effective job there and that it ought to be continued and I would hope that you would subscribe to some way where you could continue what started off a half a century ago as the Carnegie system for starting and continuing library services in this nation.

The title I programs I will not try to elaborate on but I would like to make a general comment. Title I programs have been helpful in all of the urban districts of Hudson County. As you probably realize, we are an urban county. We are totally built up as a county. We are miles along the largest water front area of the world. The educational programs and municipal programs of our cities in Hudson County have been assisted tremendously by title 1 in terms of our request for more adequate education for urban schools. Primary services, especially reading and mathematics, have been the primary aim and they have embraced the primary scope of what we use title I funds for.

ESEA aid to the handicapped we believe is insufficient. We have many handicapped children, retarded children, children with speech problems and physical handicaps. We have many of these children throughout the urban metropolitan zone. We do need more moneys in title I. We do need not only continued but more moneys in the ESEA accounts for the handicapped.

I would ask your support for continuing title 5 in the effort to strengthen State department activity to better coordinate and to provide more capability for district and regional kinds of efforts. It is difficult in an urban area. New York City is a tremendous area to try to realize how to break up, how to decentralize. In Hudson County we realize and recognize these problems. We have difficulties. We almost come to Washington on a morning like this to see each other, as we are doing here, to have the comparability which in my estimation, having been raised in rural and small territory, in my estimation more automatically exists among the people of small communities and communities that are somewhat separated.

We find it is difficult in the asphalt paved county area of Hudson County to communicate and to work together and we do need development and planning kinds of aid, facility planning and assistance, and management development assistance if we are to survive and plan better for the rest of this century.

Title III has been especially valuable to several of the 14th district cities. We have had innovative programs and practices at the urban level which are very worthy of proliferation and they are being validated. We have a successful ESEA III program in Bayonne entitled "Curriculum Renaissance in Urban America." This is overhauling four major subject disciplines in five different grade levels in the schools. We are trying for the first time in half a century to build new schools and we have committed ourselves to build new schools this year and we will open bids soon on that.

We have other referendum coming up in the spring semester. We are working and attempting to get local and State funds to underwrite new programs. Title III has been helpful because it has given us the resources for research and development work which is often difficult to obtain from the public. I am sure you gentlemen realize what kind of task we have in any city to convince the public to devote tax money for more than schools and books and supplies and to do planning kind of work and research development work is indeed a difficult task on our opinion. Discontinuing title III would be a disservice to us. We don't think we can afford it. It would break the umbrella of our program now which is hopefully to continue through at least 1975–76 in the curriculum and instruction area. I had the pleasure of testifying with Senator Magnuson and Senator Cotten last year. I subscribed to their endorsement of greater pupil success, greater career planning and more sufficiency which was the subject of a 16-page document on file in the Congressional Record.

We have lost money in the area of American history. We have developed regional programs for the exchange of good and better American History materials. The seed money which had come to us out of title III has been notable matched but much more than matched by local moneys and other moneys which we have sought and gained. We believe that, without going into the detail we spelled out for the Senate Appropriations Committee last May 1972 in 16 pages of documentation, that we have less dropouts, more success with various norms in the science areas, and that we have broader and better services to both public and private schools in the American History and related areas with materials, and that we established beyond reasonable doubt the advisability of using title 3 funds to help new innovative planning which we can then build further on.

I would like to close with several comments on vocational education. Vocational education is an unmet need yet in our area. We have a limited amount of vocational and technical education. It has to be studied, structured and restructured. We are currently in the 14th District going through the local and intercity battles of trying to determine how many technical schools to have within the county area. We are trying to establish a multiseries of technical schools which will meet the career and manpower development needs of the county area and of the entire 14th Congressional District. The labor segment of your own committee is indeed aware of the many studies, the manpower reports of the State commissioner of education, the State Board of your own committee, and the needs which we have are going to be critical ones because we do not provide economic and career education at a substantive level for teenage young people in districts like the 14th, we are going to have great difficulty in the next 5 or 10 years. I would say this unequivocally. Mark my words, if young people are not steadily and readily employable at the time they complete their education, we are going to have indeed serious difficulties in the urban areas of this Nation. This could become a crisis for us during the balance of the 20th century. The work that you do and the work that we do in manpower development and manpower training absolutely must be coordinated. It must be funded. We need more money in vocational education. If we are to build these three new regional schools to take care of the tremendous population there and to have 13 different school systems in an urban county all coming together over a 20 miles region from north to south and share in this kind of relationship, we are going to have a planning battle on our plans and implementation battle on our hands. We want to provide a good education, a healthy education. We want to be confident that our young people will come to the kind of level where employers will regard them as employable, where they can have pride in the kind of work that they want to do or that they are able to do. We think that we have really an unparallel problem to deal with in the realm of vocational education. Our three new schools and our three new programs would meet the needs. We are going to have political problems financing and helping steer this program through the next 5 years in the 14th district. We need your experience. We need your financial aid. We are working on all kinds of programs. We have youth employment services in the county. We are trying to do an effective job in education so that young people are not destroying but are building a more productive area. We have technology for children going on at present in a number of our elementary schools. We have many inservice programs going on.

Chairman PERKINS. Please comment on the revenue sharing proposal of the administration before you close.

Dr. HIN. In terms of adult education, we have programs that are new in adult education. We have expanded to four divisions there and we see a great need for continuing education and reeducation. We are trying to work in cooperation with the airport from where we flew this morning and with the airlines too and unions to develope new technical training for young men so they can live in this 21st century in better fashion. We are trying to establish this broader continuing education because of the needs of the people. I think many of the men sitting here, I know that many or most of them sitting to my left and right, like some of you and myself, were GI's from World War II and the investment which the Federal Government gave to us enabled us to do much more with our lives than we would have been able to accomplish without that aid. We see these young men coming home now and we want to have effective careers and continuing adult programs for them. That I think in general is the substance of all that I tried to think through and bring to your attention from where I sit as an urban superintendent and I know that I am speaking for our Commissioner of Education and for many of the other urban superintendents in our State and in our neighboring New York State.

In regard to the revenue sharing, I believe and I think all or many or most of us believe that several of the comments that you gentlemen and your colleagues have made recently within the last 30 or 45 days are meaningful: Senator Javit's comment that "Our States can no longer afford further cuts in educational aid;" Warren Magnuson's comments that he regards the situation as dismaying; the comments by Senator Peal that "We are increasing the defense budget while the increase in that defense budget is apparently to be more than the entire budget for the Office of Education, a brutally misplaced priority," Senator Brooks' comment, "Why pull out the rug from under active programs which are getting off the ground and going places" and the comment from House Speaker Carl Albert in opposition to the budget request is it is slamming the door on Federal aid to education in libraries and scores of other programs.

Chairman **Perkins**. Just give me your views. That is what I want.

Dr. **Hin**. My view, sir, is that we need Federal support of a continuing nature and an expanded nature. I do not believe that we can fiddle with the future of American education for 6, 12, 18, 24 months. We are going into the *Rodriguez* situation. We have the *Boder* decision in New Jersey. We can not have a systematic traditional, strong American education system shaken to its roots by the simple fact that we are going to fiddle around for months or years and try to determine what to do with revenue sharing or how to pull proposals in together and face the kind of situation that I face right now to turn to State boards, to my own board of trustees and say, "Gentlemen, I don't know what we are going to do between now and June 30. I don't know what we are going to do other than turn kids and teachers out." We don't know what to do with anticipated revenues next year. I can't tell you legally without counsel's advice to go to emergency provisions because the legislation is prohibitive in that regard. I simply feel that revenue sharing may have its day and its day may come, but I think its time is not now. I think you have to show us a well planned 2 or 3 or 5 year sequence ahead which will gain us at least more effective school programs than what we have now. This is my life and this is my career in American education. I fight for it and I believe in it. I believe that on the rural level, and at the urban level, it is poor. I moved from upstate New York to the urban level of the biggest metropolitan region of the world because I believe if we don't make it in the urban area, we are not going to make it in the next 25 years.

Mr. **Daniels**. Superintendent Hin, I want to thank you for a very excellent statement. You have covered all of the bases. But I would like to point out that Chairman Perkins and the majority members of this committee have been in the forefront of supporting the very programs for which you urge consideration this morning. I have shared these concerns with Congressman Perkins for more than 14 years and I know exactly where he stands. He is a leader in these areas.

Unfortunately, you know that last year we passed two bills with regard to these programs. They were incorporated in the appropriations bill for the Department's of Labor and Health, Education, and Welfare. But both of those bills were vetoed by the President. So now we are operating on a continuing resolution. I sympathize with you and I sympathize with all of the mayors sitting at the table with you this morning. I wholeheartedly and thoroughly agree with you that these programs ought to be planned at least 4 years in advance. That has been the objective of our chairman in all of these programs to afford you the opportunity to do some worthwhile planning of your own in order to afford our children a good and decent education.

I compliment you this morning for a very excellent statement. We appreciate the fact that you came here and gave us the benefit of your views. I can assure you of our complete support. But the man who we have to convince, however, is on Pennsylvania Avenue, and is the one who has impounded the funds.

I think today we have to determine what our own priorities are and I was very much impressed by the comment you made about considering new benefits for people in other parts of the world when we should be primarily concerning ourselves with problems we face right here in America. You have made a very good point there.

I would next like to introduce, Mr. Chairman, my good friend and constituent, the Mayor of the town of West New York, Mayor Anthony DeFino. The mayor is a big man whose physical size is but incidental to the breadth of his ability, intelligence, energy in his role as mayor.

STATEMENT OF HON. ANTHONY DeFINO, MAYOR, WEST NEW YORK, N.J.

Mr. DEFINO. Congressman Perkins, I thank you for the opportunity to appear here today. I would like to make one note before I commence my testimony. I note that three of the cities involved all claim to be the most densely populated in the State of New Jersey.

At the time, sir, when the Federal Government spent 70 percent of its total budget for education purposes—I may be wrong on the percentage—at a time when the President and the Congress should be concerned with increasing the monies for the purpose of education, we have to appear in Washington on what I consider a most sad occasion, to give testimony on something that I think is evident, the need for more funds for educational purposes. We have peculiar problems in my own community by virtue of the Cuban impact which I would like to comment on briefly. I believe you have the figures and you were well acquainted with the problem.

If the Federal Government has a foreign policy that it wishes to implement with the Cuban situation, I don't think they should expect the towns of West New York and Union City and other impact areas to bear the cost. If they want to look good, I think they should pay the bills. I think the rest of the world should know they are trying to pay the impact on the cost of the communities and only in the form of real property taxation which I am happy to see your bill will alleviate. The concept of equal cost, the concept of equal education as pointed out by the superintendent of schools in Bayonne in terms of the California decision and the New Jersey decision is a mandate to the legislature, if one can mandate a legislature, to take care of this problem which has created inequality in education. I am seriously perplexed in what we call the greatest country in the world that anyone could propose to cut back monies for education when we all know when we talk of defense of this country that we are going to spend monies to educate and rehabilitate a foreign power that we just had the peace with, we are going to spend that money without very much hesitation, but we overlook the needs of our own country.

I think our first line of defense, sir, is to educate our youth because I am firmly convinced that it is our youth which will make the country strong. I would like to point out if I had not been helped when I was at the university with funds from the Federal Government, which I pay back now, but for which I am grateful, that I would not be an attorney today. I would not have had an opportunity to be educated as an attorney and make a wonderful living which I thank God I had the opportunity to have. I think the more monies you can give, the Congress and the President, to the young people of our country to make them responsible citizens and give them the responsibility of education, is the greatest opportunity you can give because this country can only remain strong if youth has the proper education, to say nothing of the fact that among that youth, sir, might be the man or the lady, in view of the fact of liberation movement today, the man or the lady who will bring the cure for cancer or the cure for other deseases which we seem to overlook when we talk about education. Not this committee because I think we are here today among friends.

I also would like to comment on the beneficiaries of this education. West New York is not the beneficiary of this educational structure. Union City is not the beneficiary. But you, the Federal Government, and young men and women who are educated in the local communities can go on to other parts of the country and contribute to the country. You have many young people here who were educated in local schools who are now helping you, the Congress, and helping the President and advising the President and advising the Congress, and their education was received on a local basis, but the Federal Government and State Government are beneficiaries. I say they should pay on a partnership basis. As far as appropriations go, a brief comment because I don't want to get involved in political problems—except I am involved as mayor of the community—and I am not getting the money. I think the final arbiter of appropriations is the public. They will say on election day, when Congress goes back to their district, they will either vote for or against them if they thought their appropriations were out of order. I don't think that the President should interfere in that area. I hope he is not within hearing distance. The point that I make is my presentation, which you have, sir, the fact that I favor the title 2 equalization grants although I think they are not as large as they should be, but that is, of course, a question of your investigation and your information. I think we need this money. There should be no question that title I, II, and III or whatever programs are functioning should not be cut off. I don't know why they would discuss that. That should not be a question of discussion. What should be discussed is how much more money you can give us to assure the finest education for the children of our country. Also, we were obtaining Cuban aid to pay for the education of Spanish speaking children because of this impact. It was insufficient. We would not turn it down because we take every dollar we can to insure the type of education that is necessary.

But that was insufficient. Now we are losing that because we have gotten some of it through hardship funds. That is also a sad comment that education should be funded through hardship.

The fact is that that was insufficient. We need that. We need title I, II, III monies and we need monies that are going to be advanced through this legislation. We need as much as we can get, not simply because we want to, although we consider it an important factor, reducing the impact of the real property taxation situation upon our constituents, but because we can no longer afford to give the type of education that is necessary.

In West New York we have a budget of $7,800 thousand to educate our children. We have 9,000 students. It will go up and up.

I refer to my superintendent's wisdom and knowledge in the area of education. My knowledge only comes by virtue of being an administrator but my administration, gentlemen, is dependent upon the Congress, the Federal Government and the State government. I can only administrate if I have the money, so it is a simple proposition. If we do not get the funds, if we do not get more funds, I am here and I brazenly state, it is not a question of getting the funds that we are supposed to lose. That is too simple. We want more funds and if we do not get them, the quality of education will suffer, the country will suffer. I know you are all for us and we have to convince Number 1600 Pennsylvania Avenue of the problem and that you want us to help. I think that all persons, not only those who come here to testify but those involved in government, should cry out to the President that he is now trifling with what I consider the most important national product of this country, our youth, our children. The fact that I look at each of you gentlemen, I don't want to indulge in your educational background, but I would assume it was sufficient. I wonder what would have happened if we had not had people like yourselves educated to sit here today to help us. That is my statement gentlemen.

I rely on my written testimony for the official record. I want to thank you, Congressman Perkins, for your efforts and I hope and pray that our coming here today will have some impact. I don't pretend to think that we are of sufficient magnitude to do that, but I think this problem, and again, the town I am a mayor of is a microscopism of New York City, with all of the problems. In fact, there are some who have convinced Mayor Lindsay to run in that community, but, of course, we might get more problems; but the point is that we have asked you and we wish to thank you for this opportunity, sir.

[The prepared statement of Mayor DeFino follows:]

Statement of Hon. Anthony M. DeFino, Mayor, West New York, N.J.

The Town of West New York, New Jersey, is situated on the west bank of the Hudson River, directly opposite mid-town Manhattan. According to the 1970 census, the Town has approximately 45,000 residents who are crowded into an area of less than one square mile. West New York is an urban microcosm suffering from the same problems which effect the nation's major cities. Further aggravating these problems is the fact that West New York is the single most densely populated community in the United States.

Among the many problems confronting West New York is the problem of financing the local school district. As in all other areas of the country the property tax is the method used to meet rising school costs in West New York.

The municipal budget for 1972 called for $11,369,636.00 to be raised by taxation. This figure can be broken down in the following manner:

County	$2, 556, 262
Municipal	4, 112, 355
School	4, 701, 019

The 1972 tax rate for West New York was $82:14 per $1,000.00 assessed valuation. 41% of this, or $33.75, went directly for school purposes. The average assessment in 1972 for a two family home was $16,000.00 The average property tax in 1972 for a two family home was $1,300.00. The average amount paid by a two family homeowner in 1972 for school purposes was $533.00.

In 1973 the total amount to be raised by taxation will be $12,281,890.00. Of this total $5,154,719.00 will be for school purposes. This represents an increase of approximately 10% in the amount of money to be raised via taxation for school purposes.

Currently there are six (6) public grammar schools, one (1) public high school, four (4) parochial grammar schools, and one (1) parochial high school serving West New York. Approximately 9,000 children are presently enrolled in these schools. 6,800 children are enrolled in the public school system and 2,200 children are enrolled in parochial schools.

Of these 6,800 public school pupils, 64% are of Spanish-speaking background and 58% of the total school age population are children of Cuban refugees.

In recent years the Federal Government has assisted the community in it's dealings with the problems generated by the Cuban influx under the provisions of Impact Monies, commonly referred to as Cuban Aid. We have been advised by our Congressional representatives that these monies will no longer be forthcoming.

Local taxpayers have recently borne the cost of building a new elementary school which was needed to alleviate overcrowded conditions in the amount of $4,700,000.00.

We are presently in the process of expanding our present school facilities in the following manner:

1—public elementary school extensions, $1,728,000.00.
1—public high school extention, $2,362,400.00.

The above extensions are sorely needed in order to afford the school children of West New York ample opportunity to meet the ever-changing nature of today's challenging society.

It is my feeling that the Federal Government must take the initiative in dealing with financial crisis which daily confronts municipalities across the nation as a direct result of the spiraling cost of education. Only the Federal Government has the resources with which to deal with a crisis of such proportion.

The traditional method of financing local school districts via real property taxation is no longer workable. In West New York for example, we are in effect forcing one and two family homeowners (the backbone of every community) to sell their homes and move to the suburbs.

An alternate method of raising the money needed for educational purposes must be devised if the local communities, as we know them, are to survive.

I recognize that one of the primary objectives of such legislation would be the creation of a partnership between state and federal governments which would result in improving the quality of education throughout the nation. I must point out, however, that in the past state governments have been somewhat reluctant to assume a proportionate share of the cost of education.

I am, therefore, in favor of Title II—Equalization Grants since this would result in the state's assumption of direct responsibility for education at the end of a five year period. In this fashion, the burden of providing monies for the education of 9,000 children would no longer fall predominately on the back of 2,370 homeowners as is presently the case in West New York.

Mr. DANIELS. I call next the mayor of the adjoining city of Union City, Mayor William Meehan.

STATEMENT OF HON. WILLIAM MEEHAN, MAYOR, UNION CITY, N.J.

Mr. **Meehan.** Mr. Chairman and members of this committee, in behalf of the people of the Union City, I wish to thank you for allowing me to come down here and present to you what is a most critical situation for the city of Union City and in the Hudson County area. Specifically, I would like to thank Congressman Daniels and Congressman Helstoski who represents us in the Ninth District for their concern and efforts in getting us before this committee.

I would like to give just a few facts about the city before I go into the other areas. Our city comprises a compacted density populated area of 1.4 mi. The 1970 census showed a population of approximately 58,000. More accurately, the number of residents was in excess of 60,000. Today we are approximately 65,000. We can state that the census of 1970 was incorrect on the basis that the forms were written in English and many of our residents cannot read or write English. They are Spanish. All of them threw the census forms in the garbage cans because no one knew what they were. So the census records are wrong. We are the most densely populated city in the United States and we are also the most heavily taxed. We have mostly two family homes in our area. We have no industry whatsoever. We are basically what you would call the bedroom community for the city of New York. With the emergence of the Cuban nationals coming to Union City because of the Federal policy in allowing the Cuban people to leave Cuba, our Spanish population went from zero in the early part of 1960 to over 30,000 in a period of 10 years. Our population in Union City is almost 55 percent Spanish, almost all of which speaks only Spanish. Statistics will show that New Jersey has the highest percentages of resettlement in the entire part of the United States and our area runs 10 times our State average. On direct resettlement, there is a larger percentage of Cuban refugees in our area than in 46 of the States of the United States, including the District of Columbia.

In Union City the resettlement is only 60 times the national average, a ratio of better than 60 to 1. In New York City the ratio is better than 30 to 1.

The influx of Cuban children to Union City schools since the Cuban airlift, which the Government of the United States so generously allowed to take place so the Cuban families could be reunited on their leaving the inland of Cuban, from the year 1966, we have had an increase of 1,184 students of Cuban descent. In 1967, it went to 2,045; in 1968, 2,699; in 1969, 3,452; in 1970, 4,253; in 1971 and 1972, 4,574. Union City received Cuban impact funds basically from the year of 1970. Up until that time Union City was called upon to support the Cuban people, who were now coming into the area, in the area of education. The total cost for Cuban education at that time in 1969 was $2,475,084. In 1971–72, the cost is now $4,600,824.

The total enrollment of Cuban children in our schools, as of October 1972, was approximately 5,000 or 55 percent of all students enrolled in Union City schools. In 1972, our cost for the entire school situation will be $10 million. We must spend more than twice as much money in 1972 and 1973 for current expenditures as we did in

1966–67. We now have more than 5,000 Cuban children in our schools as a direct result of a Federal policy. The airlift that had been stopped for awhile which gave Union City a breather has now been renewed by the Federal Government. More people are now coming into the United States. We are also told that there are 29,000 Cubans waiting in Madrid, Spain, to be released by the Federal Government of a doubt that at least 25 to 30 percent will wind up in the Union so they can come to the United States. We know beyond a shadow City-west New York area. Where are we going to put them? We have no schools now. The principal source of income that we have, as I stated before, is from two-family residents. We have no industry We do not have a waterfront. We do not have railroads. We do not have any type of industry other than the embroidery industry which is highly machined to the point where we have maybe 10 people working in a factory. The people of Union City have borne all of the increases in the taxes. We cannot do it any more. Our taxes are too high and our rents are too high. I am here seeking justice for the people of Union City. It is the responsibility of the Federal Government to provide funds necessary to meet a condition created by the Federal Government. We have not and we will not shut out anyone who wants to come to the city of Union City. Only question is how do we provide for the people of the city of Union City who come? I realize this is an education committee but I also would like to explain that this influx that is a result of the Federal policy also hits us as far as public safety is concerned. Police and firemen are people who need to be paid. Teachers have to be paid. The money must come from the taxpayer. Because of the fact that we have such a large influx of people, the cost of government of running the city of Union City has gone out of proportion.

We feel in Union City that the people of Union City can no longer meet the obligation fostered upon us by the Federal Government. The Federal Government has extended the hand of justice to the Cuban refugees, but it is a strange brand of justice that slaps the hand of the recipient and at the same time ignores that segment of the population which has accepted the recipient. The action of the Federal Government must be to accept full responsibility and not create a situation and then turn its back on us. I have given the overall situation in the testimony that I have submitted to you.

I would like to stress the fact that Union City, West New York, and Weehawken are unique. We are more unique than any other part of the United States. I say that we are unique in the fact that we have people who do not speak our language coming into a school system and into the area whereby we are trying to cope with a problem. The only way we can make the American dream come true for them is to break through the language barrier, to be able to instruct them in the way of American life. Revenue sharing is a nice situation but in Union City, it becomes a disaster. It becomes a disaster because in one hand they give us *x* amount of dollars which they give to every other city of the United States and take away money that is desperately needed to handle the situation that has been handed to us by the Federal Government. What the effect on the school system is, I do not deal with it every day, so therefore for me to try to explain to you what would happen in the school system with the reduction of these funds would be presumptious on my part. I have with me the assistant superintendent of Union City schools who can do a far better job than I will ever do. He works with the problem every day and he has been with the Cuban impact funds and the title I program for the past 5 or 6 years and maybe longer. I would prefer to have him testify.

Chairman PERKINS. Let him put the statement in the record and just summarize it. I think you have gone into it so thoroughly that we really understand it. Let your assistant school superintendent summarize it here if you don't mind.

Mr. SIMON. Congressman Perkins and gentlemen, I do want to thank you for your invitation for us to come here and talk about H.R. 69 and revenue sharing. We share the views of Dr. Hin and the previous speakers which need very little elaboration. It would only be a reemphasis of ideas that have come across thoroughly to you. We shall put into the record our own precise detailed record of what——.

Chairman PERKINS. Without objection we will include it in the record.

[The statement referred to follows:]

STATEMENT OF HON. WILLIAM J. MEEHAN, MAYOR, UNION CITY, N.J.

Mr. Chairman, members of this Committee, in behalf of the people of Union City, New Jersey, I wish to thank you for this opportunity afforded me to present to you what in fact is a most critical situation which requires your immediate attention.

Specifically I want to thank Congressmen Dominick Daniels and Henry Helstoski for their concern and efforts in arranging for this appearance.

At the outset may I state that financial aid is required now, immediately!

Very candidly, gentlemen, this requirement for immediate financial aid is a direct result of actions of the Federal Government.

Our City comprises a compact, densely populated area of 1.4 square miles. The 1970 Census showed a population of approximately 58,000, however, more accurately the number of residents was in excess of 60,000 and today approximately 65,000. This gives to Union City the unenviable distinction of being the most densely populated City in the United States.

With your permission I shall briefly review the history of the past two decades. The events of which I am sure you are familiar, however, the effect of these events upon Union City of which you are probably not aware.

Gentlemen, it is the effect of these events which has prompted our appearance before you today. It is the effect of these events which requires immediate financial assistance.

Less than two decades ago, 1960, the Census disclosed no appreciable Spanish speaking population in Union City. Beginning with the internal conflict in Cuba and the emergence of Fidel Castro, many Cuban Nationals began fleeing their homeland emigrating to the United States. Many of these middle class Cuban refugees began settling and were well received in Union City.

Our geographic location is an ideal one. We are located directly across the Hudson River from midtown New York City, access to midtown Manhattan, within fifteen minutes via the Lincoln Tunnel, is available on an around-the-clock basis. Numerous bus companies provide convenient transportation for commuters. Highways U. S. Route #1, U. S. Route #9, New Jersey South S-3 and the New Jersey Turnpike provide ready and efficient access to major areas. The Holland Tunnel, George Washington Bridge, Newark Airport, Essex, Bergen and Middlesex Counties (a radius of approximately 30 miles) can be reached in about thirty minutes. It was only natural for middle class Cubans to settle here. Retail business opportunities were available and the refugees became an intgral part of our City by purchasing homes and establishing businesses.

Recognizing the victory of Fidel Castro in Cuba, our government recognized the desire of many Cubans to flee their homeland. Our Federal Government responded charitably. We initiated the "air-lift" resulting in a mass exodus of Cubans from the mainland to the United States. The objective of our Federal policy was to bring from Cuba relatives of refugees already in this country, so as to effect family reunions in communities to which the earlier arrivals have been settled.

Cuban nationals already settled in Union City, the result of our Federal policy was to create an overburdening impact upon our City. In a very short period of time our Spanish speaking population soared from almost nil to approximately thirty thousand. This impact affected every phase of life in Union City, principally housing and education.

An examination of the official records of the Cuban Refugee Center gives a graphic description of the impact resulting from Federal policy. We must remember that these official figures relate only to direct resettlements. In actuality the impact is even greater than that which is disclosed by statistics. Therefore, the need is even greater than the vast need established by the statistics.

I wish to point out, gentlemen, that our neighboring community of West New York has a similar history, and recently the affect of this impact is being felt by our neighboring community of Weehawken. However, my colleagues, Mayor Anthony De Fino and Stanley Iacono, of West New York and Weehawken, respectively, are also here to testify and will relate to their respective communities.

The statistics disclose that New Jersey has the highest percentage of resettlements in the nation. Our area runs 10 times our state average.

The records disclose that if we divide the total number of persons resettled by the more than 2,000 cities who have accepted these refugees, we come up with a City average of approximately 70 resettlements per city. This is the national average.

In Union City the resettlement is more than 60 times the national average, or we see a ratio of better than 60 to 1. In West New York the ratio, as compared to the national average, is better than 30 to 1.

As a matter of fact, on direct resettlement, there are a larger number of Cuban refugees in our area than in forty-six (46) states and the District of Columbia (inculding Florida, Massachusetts, Michigan, Ohio, Pennsylvania and Texas).

I should now like to briefly disclose to you gentlemen the influx of Cuban children to Union City schools since the "air-lift" began:

1966 to 1967, increase	356
1967 to 1968, increase	757
1968 to 1969, increase	900
1969 to 1970, increase	1, 050
1970 to 1971, increase	1, 022
1971 to 1972, increase	1, 033

With the influx in our school system we find a direct increase in cost as follows:

	Cuban refugees	Per capita cost	Total cost for Cuban refugees
1966 to 1967	1, 194	$659	$786, 846
1967 to 1968	2, 045	662	1, 353, 790
1968 to 1969	2, 699	700	1, 899, 300
1969 to 1970	3, 850	776	2, 987, 600

Gentlemen, in a short three year period we see an increase in cost of more than $2 million.

The total enrollment of Cuban children in our schools as of October, 1972, is approximately 5,000 or 55% of all students enrolled in Union City schools.

Gentlemen, now let us look at the cost for current expenditures, comparing with 1966—67 school year with the 1972–73 school year:

1966–67, cost	$ 4,878,794.00.
1972–73, cost over	10,000,000.00.

We must spend more than twice as much money in 1972–73 for current expenditures as we did in 1966–67, because we now have more than 5,000 Cuban children in our schools as a direct result of FEDERAL POLICY. Gentlemen, where do we get this money? In all fairness should it not be the FEDERAL GOVERNMENT who must provide the funds necessary to educate these children?

Our actual school buildings consist of seven (7) elementary schools and two (2) high schools. In addition, we utilize as school facilities, portable classrooms, church basements, housing project, annex to a parochial school and an office building. Making every effort and utilizing every means to house and educate our students, we have instituted a program whereby our high school students are on an 8 period day in one school, and a 9 period day in the other, with an anticipated increase of 100-150 students in 1973–74. Adding to the dilemma we have the probable loss of parochial schools which further increases our public school population.

Gentlemen, where shall we put these students, how do we offer the necessary programs, IF WE MUST CUT STAFF BECAUSE CUBAN AID STOPS?

The air-lift has been renewed by the Federal Government. The influx continues. Recently, many of the refugees who have resettled in other areas of our State have been moving into our area.

WHERE ARE WE GOING TO HOUSE THE CHILDREN?

I wish to cite just a few additional critical areas in our school system which will become hazardous with the cessation of aid:

A. Class size: If Cuban aid stops, how do we prevent class size from going over 30? Is this being fair to the children, the teachers, the parents, the community, the nation?

B. Supportive services: If Cuban aid stops, what happens to our *bilingual* counselors, testors, psychologists, etc.?

C. Special instructional staff: If Cuban aid stops, where do we get the necessary funds for teachers of English as a second language, bilingual teachers desperately needed to help children who cannot read, speak or write English.

Applying the foregoing facts to any American Community would create a vast impact on the society, costs, functions, attitudes of its residents (refugee and citizen). When applied to our area the effect is devastating.

Our principal source of income is derived from ratables received from residential premises. The greater majority are two family residences, some multidwellings and recently two luxury highrisers. We do not have water front or railroad ratables. We have no appreciable industrial or commercial ratables.

Our people, taxpayers and rent payers, have borne the brunt of the normal increased cost of local government.

After two decades of lack of planning and inefficiency the citizenry elected a new administration in 1970. In a move for economy and efficiency this administration eliminated superfluous municipal jobs, improved purchasing techniques and consolidated municipal functions.

The people can no longer be asked to carry the cost of this additional burden implemented by the Federal Government. Our taxes are too high, our rents are too high.

For several years, as outlined above, the people of Union City have been meeting the cost of a situation created by the Federal Government which cost rightfully should have been borne by the Federal Government.

During the past several years we did receive aid, however, the amount we received was less than the amount required. The people had to make up the difference.

I am not here just asking for your assistance. It is not a situation where the City of Union City has created a situation and is now asking for your help. I am here seeking justice for the people of Union City. It is the responsibility of the Federal Government to provide the funds necessary to meet a condition created by the Federal Government.

As I pointed out, not only has the Federal Government failed to justly meet the cost of its created situation, now the Federal Government wants to withdraw even that portion of its whole obligation which it has committed itself to. Gentlemen, is this justice? I ask you, without intending sarcasm, "is this the American way?"

In addition to the impact upon our educational system, this impact effects other areas of life in our community.

Our housing must be adversely affected. Over 60,000 residents in an area of 1.4 square miles. The supply for housing cannot meet the exceptional demand. In many instance we see the tenant at the mercy of landlords. High rents keep going higher.

In addition, we see apartments and rooms created in dwellings which cannot contain them. Economically, to meet taxes, two family homeowners must, by economic necessity, seek additional income. This only could lead to a health and sociological problem.

I also must mention the problem of public safety. As you know, in our community, impacted as we are, police and fire protection must be implemented to meet the increased need. Again, we are talking economics. Again, we can trace this added service and cost directly to Federal policy.

What type of community is this that has willingly shouldered such an unconscionable share of the burden of this Federally motivated influx? What consideration has the Federal Government shown to the people of our area?

Gentlemen, the people of Union City, West New York and North Hudson, can no longer meet the obligation of the Federal Government.

Our citizens are over taxed and over strained. We are not second class citizens. The truth of the matter is that our people have made a Herculean effort these past years, economically, emotionally, sociologically, to withstand this burden established and fostered upon us by the Federal Government.

We welcome our newly arriving neighbors. In them we see a future hope for development of our community. However, what development can be made if we are choked off at the very start. If our children, both native born and refugee are denied complete education, if our services must be curtailed, if our security (police and fire) is stagnated.

If our Federal Government continues to enforce an unjust economic burden on the existing drained resources, economic and otherwise, of this community, the result will be inevitable. We will see our Federal Government destroy us, and with us the hope and aspirations of tens of thousands of these refugees.

Our Federal Government has extended the hand of justice to Cuban refugees. Is it not a strange brand of justice that slaps the hand of the recipient and at the same time ignores and disregards that segment of its population who has shouldered the load and willingly accepted the recipient?

Gentlemen, the action of the Federal Government must be to accept its full responsibility, not to create a situation and then turn its back.

What I have set forth is reality. In decency and justice I say, "do not turn your back on the people of Union City".

In closing, again permit me to thank you for this opportunity to appear before you.

Mr. SIMON. I would like to, if I may, refer to something about revenue sharing which very few people here would know. That is about 4 years ago. Commissioner Marland invited representatives from the State of New Jersey and New York to a meeting at the Commodore Hotel at which time we were to meet him for the first time. He had just come into office a few months before. The gist of his speech at that time was entirely devoted to the idea of revenue sharing for education. We had just a few questions at the time because it was so new but the thing that worried us most of course was just what would it mean in dollars and cents not just the year in which revenue sharing would be implemented but the year after and the year after. At that time, about 4 years ago, the answer was, well, we really don't know. We think that we should be able to do better the second year. It is 4 years later and when the same question is raised about revenue sharing we get not even that kind of an answer. We get a hasty response that leads us to have very very serious doubts about the value on a enduring basis of any revenue sharing program. I think it is so indirect contrast with H.R. 69

which talks of 5 years. It is not afraid to say so. It says 5 years. We support H.R. 69 because everyone of its titles has meant as much to Union City as we shall spell out in detail as it has meant to Bayonne and the other cities. I would simply like to say first about the Cuban impact. I have been connected with ESEA since 1965 since it was first introduced, and with Cuban impact since 1969, October 3, when we made an appearance here at a hearing of your committee, Congressman Perkins, through Congressman Daniels' bill. I would like to remind you that at that time we brought with us to young ladies, two high school students who were Spanish youngsters who never knew a word of English before they came to our schools, and that the community without the Cuban impact moneys at that time had spent funds of its own to the best of its ability in giving them the English phrasing sufficient enough so when they came here to make an appearance before the committee, everyone of the members of the committee was astounded at the quality of their performance and their presentation. I might say that both ladies have gone on to do very well in our country. But they represented just two kids. Since the Cuban impact funds have come to us, we have been able to provide English as a second language training beyond any city of comparable size in the United States. As a matter of fact, we provided training for each teacher of ESL for the State. We have 24 ESL teachers on the staff now in our small school. We have 21 bilingual teachers, most of whom we have been able to get through Cuban impact aid.

It is a curious thing that happens that has not been mentioned in any presentation here, that is, with Cuban impact aid and with ESEA aid, we have been able to initiate programs that were so successful that the community then seeing the need for these things, seeing the success of it, has taken over and paid for it far beyond what they really are able to do. I can only urge the rest of the committee to have the same dedication that you gentlemen have here to support H.R. 69 and to bring back Cuban aid as well to our community. Thank you.

Mr. MEEHAN. The tax situation in Union City is really out of proportion and in a moment of levity may I say that you people have 14 years in Congress and your job is a lot more steady than mine as far as the taxes are concerned.

Thank you very much for allowing us to be here this morning.

Mr. DANIELS. Mr. Chairman, both Mayor DeFino and Mayor Meehan have testified as to the density of the population in both of their communities. As a result of the impact of the Cuban refugees, in both of their communities, the problems of West New York and Union City have now spilled over to the adjoining community of Weehawken. I am pleased to present the mayor of that community as the next witness. Mayor Stanley Iacono of Weehawken.

STATEMENT OF HON. STANLEY IACONO, MAYOR, WEEHAWKEN, N.J.

Mr. IACONO. Thank you, Congressman, Mr. Chairman and members of the committee, I take this opportunity to thank you for giving us an audience here with you this morning and especially to Congressman Daniels, although on opposite side of the political fence, I can only tell you whenever Weehawken has come for his assistance, Congressman Daniels has been there and on behalf of all of the people of Weehawken, I thank you Congressman, for your help.

Mr. DANIELS. I appreciate your comments.

Mr. IACONO. I am submitting this presentation to you this morning in hope of gaining some Federal financial assistance in our area. It seems to be that we all had the same mutual problems as the Congressman just explained what has been the problems of both Mayors DeFino and Meehan, it is also our problem in Weehawken. That is because western New York being at the north of Weehawken, Union City being at the west of Weehawken, Hoboken being to the south, and to the east of Weehawken is New York City, the greatest financial area in the entire world. What is happening is that people are moving into Weehawken because of the proximity to New York City being that it is only 10 minutes away. We do have many Cuban refugees coming into Weehawken approximately right now 4,000 residents. Back in 1965 we only had 9.8 percent when the impact started to effect the neighborhood and now we are up to 19.3, although by Government standards we don't qualify because the minimum should be 20 percent. However, the bill that we support for the extension of these programs certainly feel that this could help a small town of a population the size of 13,383. Back in 1940 and 1950, we did not have any problems and we would not have to worry about revenue sharing or about certain bills that we need for the difficulties that we are experiencing. We don't have the railroads operating like they have back in the Forties and Fifties. Forty-seven percent of our taxes were paid for by the State subsidies. Therefore, the entire complexity has changed. We do have a serious problem because we do have an obligation to our community to give the children the best education available. We seek your help in helping us do this. I wish we did not have to seek your help. I would have liked to have said we could do this on our own. However, that is an impossible task at the present time. We do have title 1 in our school system for the mere amount of $10,000. We could only keep that in one school. We have four schools in our system and the rest that we tried to hire the bilingual teachers, that all comes through the taxpayers' dollars. However, we would like to see that program expanded. It seems that when revenue-sharing allocations are made for funds, a town, because of the population size, doesn't qualify. In Weehawken we received $40,000 for this year, $20,000 at the last quarter of last year. But as Mayor DeFino said, we all take what we can get because of the problems that are curtailing our services.

Our tax rate is a poor situation because it is dealing with our education system in Weehawken. I am going on my fifth year in office. Within the last year the taxes have increased up to $25.64. This is why whenever any programs are available we want to take advantage. We want the Government to realize that because of size, we still have the same problems. They may be small problems, but we have the problems. When I see a bill such as title 1 on H.R. 69, it is encouraging to hope and to feel that consideration will be given to a small town regardless of the other situations.

In closing, I would like to say that we all have mutual problems.

Mayor Meehan states he doesn't know where the people are going to move from Union City anymore. I can tell you they are moving into Weehawkan. I wish we had additional dollars to build the schools we want to build. Recently, we had $3 million bond issue which is so needed in our school system. The schools are overcrowded by the increasing population of the Cuban refugees and we had to knock this bond issue down because of the current tax rate, because of the increased tax rate of last year. This is a crime. This is a shame. Because this is how we are trying to give the education the best quality education we can to our community. So if we can get some additional assistance in this federally impacted school district area, I feel that something is happening for the betterment of the entire community. I thank you.

Mr. DANIELS. Mayor Iacono, do you have any other witnesses to present?

Mr. IACONO. I have my superintendent of schools if you would to have him elaborate.

Mr. DANIELS. I will leave it up to him if he wishes to give a brief statement on the Cuban refugees in the school system.

Mr. GENDRIN. I want to thank Chairman Perkins for allowing me to be here with our mayor today. We have always had a great respect for Congressman Daniels.

I have seen many changes come over Weehawkan in the 42 years that I have been there. I can honestly say that these Spanish-speaking boys and girls are being very well received by the neighborhood of West New York, Union City, and Weehawken. I feel proud of these boys and girls for their behavior. They do not give some of the disciplinary problems. I wish some of the English-speaking children in Weehawken gave us as few problems as they do. They are eager for an education. I was so sorry to find that these two buildings that we needed so urgently were knocked down a few weeks ago. I sincerely believed that this committee and others who may be able to help this North Hudson area please do so.

I thank you.

[The statement referred to follows:]

STATEMENT OF HON. STANLEY D. IACONO, MAYOR, TOWNSHIP OF WEEHAWKEN, N.J.

I am Stanley D. Iacono, Mayor of the Township of Weehawken.

I am submitting this presentation to you in the hope of gaining federal financial assistance for the Weehawken school system to meet the ever-mounting burden on our taxpayers caused by the resettling of hundreds of Cuban refugees into our community.

The Township of Weehawken is located in Northern Hudson County at the New Jersey terminus of the Lincoln Tunnel, immediately across the Hudson River from Manhattan. We are bordered on the east by the Hudson River, to the north by the Town of West New York, to the west by the City of Union City, and to the south by Hoboken. The population totals 13,383 on a land mass of 520 acres or .9 square miles.

Because of our unique setting, many families choose to settle here and work in New York City, the home of the greatest financial opportunity in our nation. It takes these commuters only 10 minutes to reach Manhattan through the Lincoln Tunnel. This geographical arrangement seems to be particularly appealing to the Cuban refugees, as an estimated 4,000 have settled into our community, virtually all since 1965.

Our school system, of course, has been hard hit by this influx. Of 2,171 resident children in average daily attendance in our four schools today, we have 622 Spanish surnamed pupils, or 28.6 per cent. When this is compared with the 1965–66 school year, when our Spanish surnamed pupils numbered only 177 of the 1,815 resident students or 9.8 per cent, the increasing magnitude of the problem is readily recognizable.

Consider the following:

(A) Our staff in 1965 did not have the proper training to teach Spanish-speaking students. We were forced to hire bilingual teachers for these children, at a greater expense to the board and, therefore the taxpayer.

(B) New textbooks were purchased for use by these children until they could function in a regular classroom, again at the expense of the board and the taxpayer.

(C) Our high school has been forced to revert to the "stagger system", whereby the normal eight period day was expanded to ten periods. Seniors attend morning classes and the balance of the student body attend the afternoon sessions.

(D) The implementation of dividers was adopted in our schools in the hope of providing more classroom space. Multi-purpose rooms, originally used for conferences, recreation, and speeches, have now become classrooms with inadequate blackboard space, lighting and furnishing, making them generally not conducive to study.

(E) In one instance, funds for environmental classes were approved, yet our school board was forced to refuse them because physically, the classroom space was not available.

(F) During the 1965–66 school year, the Board of Education employed 118 teaching personnel and 56 non-teaching personnel. Today, we have 163 teachers on the payroll and 63 non-teachers, and increase of 45 and 7 respectively.

The burden on the Weehawken taxpayer has grown tremendously. Since our 1965–66 school budget, the cost to our taxpayers of educating the Weehawken school children has increased almost twofold, from $1,153,782 to $2,120,219.

Our residents have an overall tax rate today of $66.69 per thousand compared with just $45.20 in 1970. Of this, our school board receives $28.95 as opposed to just $25.75 three years ago. To cite an example, for a homeowner whose property and house have been assessed at $40,000, he will pay $2,667.60 per year in city tax, $1,157.74 of which will go towards education.

It is no wonder that a $3 million bond issue to add 10 classrooms each to Roosevelt and Wilson schools was rejected by the Township Council after public hearings. The citizens simply cannot afford the added tax burden this would necessitate.

To be sure, of 13,383 residents of Weehawken, some 2,580 are senior citizens (60 and over). This 19.3 per cent of the population, most of whom are on a fixed income, can ill afford the tax rate they are presently paying, to say nothing of additional taxes. Another 16.2 per cent of the population (2,171) are students and make little, if any, contribution to the Township.

This totals over one-third (35.5%) of the whole community (not counting 4.2% unemployed), leaving an overwhelming burden on the remainder to support our tax share to Hudson County, the local school system, local services and veterans and senior citizens.

The school system has made accurate and complete surveys of our Cuban population over the past three school years, in a vain attempt to qualify under Title I of Public Law 81–874, Financial Assistance in Federally Affected Areas. Each time we have fallen short of the required 20 per cent minimum, though our Cuban refugee student population continues to grow.

I cannot help but assume that our problems caused by the influx are similar to those of our neighboring communities, only on a smaller scale. Yet, we are refused proportionate assistance to meet them.

This year, the school board began pilot project in bilingual education as opposed to the English as a Second Language approach. This is indeed a costly proposition, yet we feel it is the superior method in educating our predominantly Spanish-speaking students.

But the present program only begins to touch those in need of remediation because of language difficulties.

Accordingly, we have made application under the Bilingual Education Act (Title VII, ESEA) for a grant of $140,019.00 to fund a full-scale program for one school year. We can only hope the Office of Education recognizes our plight and funds the program.

Indeed, upon close examination of the supporting data, which follows it becomes obvious that the Weehawken School System and the Weehawken taxpayer both are in a desperate situation.

In closing, I am certainly proud of the Federal Government for granting asylum to those Cuban refugees who escaped Castro's island and later, for diplomatically arranging for others to live in the freedom of America. Now the same government must help the municipalities where these refugees have settled in solving the unique problems which have resulted.

What began as a noble act of mercy has become an overwhelming problem to the taxpayers of our community.

As representatives of the people, with the power to approve appropriations and the responsibility to make our nation greater internally, I and the Weehawken citizenry plead for your help.

Appendix I

THE WEEHAWKEN SCHOOLS

Weehawken High School (grades 9–12):
  (A) built in 1940
  (B) houses 38 classrooms
  (C) present enrollment of 1150, including tuition paying students from Secaucus
Daniel Webster School (grades K–6):
  (A) built in 1940
  (B) houses 24 classrooms
  (C) present enrollment of 389
Theodore Roosevelt School (grades K–6):
  (A) built in 1928
  (B) houses 28 classrooms
  (C) present enrollment of 518
Woodrow Wilson School (grades K8):
  (A) built in 1926
  (B) houses 25 classrooms
  (C) present enrollment of 613

Appendix II

TOTAL AVERAGE DAILY ENROLLMENT

School year	Resident	Total
1965 to 1966	1,815.2	2,137.4
1966 to 1967	1,976.7	2,480.3
1967 to 1968	2,027.5	2,575.1
1968 to 1969	2,083.7	2,654.5
1969 to 1970	2,095.9	2,653.6
1970 to 1971	2,144.5	2,710.0
1971 to 1972	2,145.1	2,697.2
1972 to 1973 (estimate)	2,171.0	2,741.0
1973 to 1974 (estimate)	[1] 2,183.0	[1] 2,593.0

[1] Reflects the building program in Secaucus which will gradually phase out these students, and their tuition.

Note.—The total includes tuition paying students from Secaucus who attend Weehawken High School.

Appendix III

LOCAL TAX LEVY FOR EDUCATION

School year	Tax levy for education
1965 to 1966	$1,153,782.00
1966 to 1967	1,244,455.00
1967 to 1968	1,344,594.98
1968 to 1969	1,612,352.00
1969 to 1970	1,602,588.00
1970 to 1971	1,847,506.00
1971 to 1972	1,867,842.00
1972 to 1973 (anticipated)	2,120,219.00
1973 to 1974 (anticipated)	2,525,823.00

Appendix IV

TAX RATE AND AMOUNT TO SCHOOLS

Year of taxation	Tax rate	Amount to schools
1965[1]	$111.08	$32.14
1966[1]	117.48	38.87
1967[1]	113.48	57.92
1968	47.47	26.40
1969	46.51	25.05
1970	45.20	25.75
1971	53.01	24.78
1972	66.69	28.95

[1] Before 100 percent assessment.

Mr. DANIELS. Mr. Chairman, I would like to ask each of the mayors a question and I would like them to give his own response to my next question. I believe you mayors have given us your school population figures relative to the number of Cuban refugees that you have in your schools. I would like you to advise this committee as to the ratio between Cuban population to total population. Mayor DeFino, I believe you said you had 9,000 students enrolled in your elementary and secondary schools.

Mr. DEFINO. That includes parochial. 6,800 public-school pupils, 64 percent of those are Spanish-speaking.

Mr. DANIELS. Mayor Meehan, can you tell us the percentage of refugees enrolled in the public schools?

Mr. MEEHAN. Fifty-five percent. Five thousand out of 9,000 Cubans.

Mr. IACONO. We have 26 percent, 19.3 percent qualified for Cuban aid, but we have other Spanish-speaking students that would come up to around 26 or 26 percent of a total population.

Mr. DEFINO. Sixty-four percent are Spanish-speaking. Fifty-eight percent are Cuban because we have other Spanish-speaking pupils.

Mr. MEEHAN. Congressman Daniels, if I could impose upon the committee for a moment, I also have with me Dr. Luisa de la Torre, who is a Cuban national, who is now an American citizen. She is a trustee on our board of education in Union City. I would like her to say a few words on behalf of what type of work we are trying to do.

Mr. DANIELS. Do you have any objection, Mr. Chairman.

Chairman PERKINS. No objection. Mrs. De la Torre?

Mrs. DE LA TORRE. I am one of thousands and thousands of Cubans who came to Union City in the last decade. We came here and we now have sons and daughters who are first-generation Cuban Americans. We are proud to be Americans and be fathers and mothers of the first generation of Cuban Americans, but we are changing our feelings because we were happy when we came here seeking freedom. Now we are changing that feeling to a guilty one because we are bringing too many problems to the cities that open their arms to us and since I am on the board of education and trying to help my community, I would tell you one point. We have been living in peace and harmony because of those programs we had with Federal moneys ESL because we are trying to adopt and adjust our children to American way of life. If we don't have those moneys we don't have those programs. I don't know the future and peace and harmony of our cities.

Thank you.

Mr. DANIELS. Thank you, Mr. Chairman.

Dr. HIN. Would it be permissible for Dr. Rossnick of our State Board of Education to make a brief statement.

Chairman PERKINS. Yes.

STATEMENT OF DR. GERALD H. ROSSNICK, VICE PRESIDENT, BOARD OF EDUCATION

Dr. ROSSNICK. Again, we are grateful for the past interest and devoted interest of this committee and I know the future interests of this committee for welfare of youngsters in both the State of New Jersey and the Nation. Going around the State of New Jersey as I do as a delegate, I here many many things in regards to the purposes of education. Today, we feel that those of us who are vitally concerned with the educational process in this Nation should be in mourning for the President's methodical destruction of the educational foundation of this entire Nation. The future of America lies with the children outside of this building. Its future citizens, its leaders, future congressmen, future cabinet men, and indeed its future President depend on not wronging the foundation of our seat through curtailment of needed funds to promulgate sound educational principles and practices. By restricting learning skills, guidance, techniques, and the like, through a cutback in Federal funds, basically provided by the very same taxpayers who expect dollar accountability through fair and proper spending, this to us is undemocratic and totally unrealistic in the real world of today. Throughout the State and throughout our constituents here, we again beg you to consider all programs vitally needed for the children of America because the children of America will keep America as great as it is today.

Thank you.

Mr. DANIELS. That concludes the presentation, Mr. Chairman. I would, however, ask unanimous consent to introduce into the record a letter I wrote in the latter part of January to Roy L. Ash, Director of the Office of Management and Budget with regard to the cutting off of section 3 funds for the town of West New York and the city of Union City. I did not make in that letter any statement with regard to the problem of the township of Weehawken. However, I did ask for an appointment to confer with him with regard to this problem. I am indeed sorry to say that it was over a month before I received in a pro forma response to my letter. I would like to incorporate this letter into the record at this time.

Chairman PERKINS. Without objection, it is so ordered.

[The letter referred to follows:]

JANUARY 29, 1973.

ROY L. ASH,
Director,
Office of Management and Budget,
Executive Office Building,
Washington, D.C.

DEAR DIRECTOR: Pursuant to Title I, Sec. 3(b)(3) of P. L. 81–874 as amended by P. L. 91–230, the Town of West New York and the City of Union City, New Jersey were authorized to receive reimbursement for education expenses paid out on behalf of children of Cuban refugees. These refugees settled in the two communities as a result of the Migration and Refugee Assistance Act of 1962 (P. L. 87–510) and the subsequent Federal Cuban airlift.

Under P. L. 81–874, as amended, children of Cuban refugees may be counted among those children for whom school systems are otherwise reimbursed under Title I, P. L. 81–874, Sec. 3(b)(3)[1]

It was the opinion of the Congress that Cuban refugees, brought into the United States under Federal sponsorship and who settle in large numbers in specific communities have a similar and as great an impact on those communities as do uniformed or other federal personnel for whom school systems are reimbursed. Because the refugees are brought into the country under the sponsorship of the Federal Government, the Congress determined that the Federal Government has a responsibility to contribute toward their welfare.

The impact of the Federal Government's Cuban airlift has been far greater on the municipalities of Union City and West New York than many Federal installations. In the two New Jersey communities, the percentage of non-English speaking children in the school system jumped from insignificance to over 50% within two years. Thus, as a result of the Federal airlift, these two communities must provide special education facilities including additional teachers with bilingual training, extensive teacher training, special texts, and additional counseling facilities and other resources exclusively to provide for refugee children. In Union City, if the Federal contribution were ended, local taxes would have to be raised $7.00 per thousand.

The two communities have a long history of meeting their responsibilities. They originally accepted the refugees into the community without turmoil and have provided extensive assistance in integrating the newcomers into the community. Nevertheless, they felt that the Federal Government must and by right ought to pick up part of the financial cost of initially integrating the refugees into the community. I agree as did the Congress and the Administration for the past three years.

It should be noted that the law authorizing Federal payments to the two school systems provides only for the costs of initial impact. It is effective only so long as (1) 20% of the school population consists of children of Cuban refugees and (2) the parent has been a "refugee" within three years prior to the beginning of the fiscal year. Thus, the child of a parent who has been in a "refugee" status for longer than the designated period cannot be counted towards reimbursement for education expenses.

This provision reflects the rationale that by the time a refugee has been here three years, he or she will have become self-supporting and a taxpaying member of the community. Thus, the provision for reimbursement of expenses on behalf of refugees has an automatic "suicide clause" which effectively cuts off funds when they are presumably no longer needed. The communities, the Congress and the Administration agreed that this was an equitable arrangement. In fact however, as a result of rising prices and unemployment, the arrangement has not worked out as anticipated and the communities have not been able to realize the tax equity anticipated.

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[1] Reimbursement is based upon "the number of children who were in average daily attendance . . . during a fiscal year, and who, while in attendance . . . resided with a parent [or guardian] who was at any time during the three year period immediately preceding the fiscal year for which the determination is made a refugee who meets the requirements of Sec. 2 (b) (3) (A) and (B) of the Migration and Refugee Assistance Act of 1962."

A refugee under the 1962 Act is defined as an alien who has fled from and cannot return to a nation or area of the Western Hemisphere because of racial, religious, or political persecution or fear of persecution.

In order for a school system to be eligible for aid, at least 20% of the children in average daily attendance must be children of refugees.

The decision to cut off these funds to West New York and to Union City seems so grossly unfair, so arbitrary a renunciation of the 1970 agreement between the communities and the Federal Government, that I can only assume that the decision must have been inadvertent as part of the decision not to fund "B" children under Impact Aid.

I would appreciate the opportunity of meeting with you to discuss the re-establishment of these funds in the Federal Budget either as part of the Impact Aid formula or The Cuban Refugee Program of the H.E.W. Social and Rehabilitation Service.

Sincerely,

DOMINICK V. DANIELS, M.C.

Mr. DANIELS. Mr. Chairman, I would ask unanimous consent to have included in the record a letter from the Board of Education, West New York, N. J., addressed to me, Congressman Daniels, dated January 25, 1973.

Chairman PERKINS. Without objection, it is so ordered.

[The letter referred to follows:]

BOARD OF EDUCATION,
West New York, N.J., January 25, 1973.

Hon. DOMINICK DANIELS,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN: Enclosed please find facts and figures which help to explain the crisis situation which the West New York Schools are presently facing and which show how necessary it is to secure Federal Funds because of the tremendous impact the Cuban Refugees have had on our schools.

You will note that our budget expenditures have tripled since 1963 when the Castro emigration to West New York became serious. The following table shows this clearly:

Year:	*Budget*
1962 to 1963	$2,500.118
1963 to 1964	2,578,452
1964 to 1965	2,579,237
1965 to 1966	2,854,000
1966 to 1967	3,146,238
1967 to 1968	3,440,853
1968 to 1969	4,043,665
1969 to 1970	4,828,535
1970 to 1971	5,581,862
1971 to 1972	6,279,620
1972 to 1973	7,409,843

At the very same time, our budget practically tripled from 1962 to 1972; during this same period of the Cuban impact upon our schools, our population increased from 4518 pupils in 1962 to 6900 in 1972–73.

In 1962, there were 224 Cuban Refugees in our system. Here is a schedule of what happened thereafter:

Year:	*Cuban refugees*
1962	224
1963	317
1964	510
1965	1,274
1966	1,896
1967	2,373
1968	2,945
1969	3,260
1970	2,616
1971	2,400
1972	2,380

Based on our per capita cost per pupil, West New York spent $8,432,534, on Cuban Refugee children up to 1970 and about $14,000,000 to the present date.

While it is true that the number of Cubans coming in to West New York is slowing down, nevertheless, our problem is a continuous one. Right now, we have 3744 Cubans in our system. There are 4242 boys and girls of Spanish extractions. Our Cubans represent 57.2% of our population; the balance of the Spanish section brings this up to 64.8%.

On our part, we have tried to meet this challenge head on. We have established *English As A Second Language Classes* which cost us $500,000 each year just for 520 of the more recent arrivals and these pupils represent merely 13% of the total Spanish population.

We need help badly. Our tax situation and our school problems depend so much on Federal Aid.

We know that just as you have worked so diligently on our behalf for the past 10 years, that we can count on you once more.

Very truly yours,

Carl Raparelli,
Superintendent of Schools.

Enclosures:

Year	Budget expenditures	Enrollmen
1962 to 1963	$2, 500, 118. 12	4, 518
1963 to 1964	2, 578, 452. 63	4, 598
1964 to 1965	2, 579, 237. 73	4, 599
1965 to 1966	2, 854, 000. 07	4, 720
1966 to 1967	3, 146, 238. 51	5, 068
1967 to 1968	3, 440, 853. 52	5, 459
1968 to 1969	4, 043, 665. 13	5, 905
1969 to 1970	4, 828, 525. 00	6, 600
1972 to 1973	7, 409, 843. 00	6, 900

BOARD OF EDUCATION—WEST NEW YORK, N.J.

School year	Cuban refugees	Per capita cost	Total cost for Cuban refugees
1962 to 1963	224	$553. 37	$123, 954. 88
1963 to 1964	317	560. 78	177, 767. 26
1964 to 1965	510	560. 83	286, 023. 30
1965 to 1966	1, 274	604. 66	770, 336. 84
1966 to 1967	1, 896	620. 80	1, 177, 036. 80
1967 to 1968	2, 373	630. 31	1, 495, 725. 63
1968 to 1969	2, 945	684. 79	2, 016, 706. 55
1969 to 1970[1]	3, 260	731. 59	2, 384, 983. 40
Total amount expended for Cuban refugees to date (1970)			8, 432, 534. 66
1970 to 1971	2, 616		
1971 to 1972	2, 400		
1972 to 1973	2, 380		
Total			14, 000, 000

[1] As of Sept. 30, 1969.

Note.—It can readily be seen that West New York has expended over $14,000,000 since 1962 on Cuban refugee pupils.

Board of Education,
West New York, N.Y., July 2, 1971.

Mr. Frederick Wombwell,
Division of Business and Finance,
Department of Education, Trenton, N.J.

Dear Mr. Wombwell: This is the follow-up report requested to show current numbers of Cuban refugee pupils, who arrived after October 3, 1965, and presently are enrolled in our schools. This report up-dates the survey taken as of March 31, 1971.

Grade	Enrollment as of June 24, 1971 (last day of school)	Cuban refugees arrived after Oct. 3, 1965, and reported as of Mar. 31, 1971	Cuban refugees arrived after Oct. 3, 1965, and enrolled as of June 24, 1971	Increase since Mar. 31, 1971	Percent of Cubans
K	425	161	166	5	39.1
1	417	117	121	4	29
2	471	201	202	1	42.88
3	531	223	224	1	42.1
4	444	159	162	3	35.8
5	413	144	144	0	34.86
6	405	118	119	1	29.1
7	420	148	150	2	35.7
8	430	133	133	0	30.9
ESL ungraded	797	650	735	85	92.2
Special education	62	26	26	0	41.9
9	546	197	203	6	37.17
10	432	121	121	0	28
11	326	66	70	4	21.47
12	342	40	40	0	11.7
Total	6,461	2,504	2,616	112	40.48

Total percent Cuban refugees—arrived after Oct. 3, 1965	40.48
Total days present—school year 1970–71	1,030,864.05
Total days absent—school year 1970–71	120,378.05

ADA 1,030,864.5÷180 possible number of days=5,727

ADA (Cubans) 5,725×40.48=2,318.28

Sincerely,

JOHN V. WHITE, Jr.,
Superintendent of Schools.

SURVEY OF SCHOOL POPULATION—WEST NEW YORK, N.J.

	Number	Percent
Spanish speaking:		
Cuban	3,465	53.6
Puerto Rican	135	2.1
Central American	78	1.2
South American	181	2.8
Total Spanish speaking	3,859	59.7
Caucasians (other)	2,553	39.5
Blacks	53	.8
Total	2,606	40.3
Grand total	6,465	100.0

Dated: July 29, 1971.

JOHN P. COURTNEY,
Secretary, West New York Board of Education.

Title III.—Adult education (evening school plus learning center)

Fiscal year 1970–71:	
Title 2 B	$9,066
Title 3	19,000
Total	28,066
Fiscal year 1971–72:	
Evening school	36,500
Learning center	35,000
Total	71,500
Fiscal year 1972	26,500

Bruno Associates, Inc.,
Public Relations Consultants,
Newark, N.J., January 5, 1973.

1972–73 West New York Cuban Refugee Survey

FINAL RESULTS

School	After July 1, 1969	Before July 1, 1969 and after Oct. 3 1965	Total eligible	ADA
P.S. No. 1	134	96	230	638.0000
P.S. No. 2	191	163	354	926,6422
P.S. No. 3	94	77	171	446.4056
P.S. No. 4	136	156	319	674.2641
P.S. No. 5	241	226	467	803.0000
H.L.B	233	200	433	912.1500
M.H.S	171	235	406	1719.0000
Total	1,227	1,153	2,380	6,119.3119

There was a total of 3,192 completed surveys, leaving 812 ineligible. We are over the 20% mark easily, with 35.8% of eligibility. The applications should be mailed to:

Frederick Wombwell.

Board of Education,
West New York, N.J., January 3, 1973.

To Whom It May Concern:

The six elementary schools and the Memorial High School which make up the West New York School District are free from any discriimnation as to race, color, religion and economic status.

All our elementary schools are treated in the same fashion. Each has its own library, librarian, remedial teachers, vocal teachers, home economics teacher, shop teachers, art teachers, and instrumental music teachers. The special services offered by the Child Study Team, two psychologists, a psychiatrist, a Learning Disability Specialist, a Social Worker, and a medical team are open to all schools and to all pupils on an equal basis.

When books, material, equipment are purchased, each school gets its proportionate share. Because of the influx of the Spanish speaking pupils, bringing educationally deprived and economically disadvantaged pupils to our Town, we go out of our way to spend more money for these groups. These pupils are not concentrated in one school. The percentage of Spanish speaking pupils in our elementary schools range from 52% to 87% and in the High School it is 55%.

As far as the make-up of the faculty of each school is concerned, we have no "punishment" school where "problem" pupils or "problem" teachers or inferior or inexperienced techers are "exiled" or sent. While we have had a high trunover of the faculty during the last ten years, we find after an examination, that the faculties of each school consist of teachers, some with over 30 years experience, others with 20 years, as well as younger teachers. There is a happy balance of age and experience. Very few teachers are shifted to other schools, but if it is done, it is because that teacher has a special service which would be helpful and then only if the teacher desires to transfer.

When we hire new teachers, in spite of salaries, we consider experienced teachers. For the last eight years, we have met the challenge of the Cuban and Spanish emigration which make up 64.3% of our school registration, by hiring over 35 English As A Second Language teachers, eighteen of whom were formerly teachers in Cuba.

There is no discrimination in West New York as to race, color, religion. On the contrary we go a long way to meet our primary problem—to help our children who have come to us from South America and Cuba and to help other deprived boys and girls.

Very truly yours,

Carl Raparelli, *Superintendent of Schools.*

SCHOOL CENSUS—SEPT. 30, 1968—SCHOOL YEAR 1968-69

School	Enrollment	No. English	Passable (needs help)	Satisfactory	Total	Percent
1	643	67	31	96	194	30. 1
3	449	45	47	48	140	31. 2
4	664	116	110	125	351	53. 0
5	1, 435	247	298	537	1, 082	75. 4
H.L.B	1, 070	127	139	167	433	40. 5
Total	4, 261	602	625	973	2, 200	51. 6
M.H.S	1, 518	114	101	530	745	49. 1
Total	5, 779	716	726	1, 503	2, 945	51. 0
Sept. 30, 1967:						
Elementary schools	3, 969	[1] 579	489	755	1, 823	
M.H.S	1, 490	78	55	323	456	
Total	5, 459	657	544	1, 078	2, 279	
Increase	320	59	182	425	666	

[1] Apr. 15, 1968.

Mr. CORNELIUS R. MCLAUGHLIN,
Deputy Director, Division of School Assistance in Federal Affected Areas, U.S. Office of Education, Washington, D.C.

DEAR MR. MCLAUGHLIN: The following report on Cuban enrollment in the West New York Public Schools is hereby submitted:

	Previously reported (Dec. 10, 1969)	Additional to date (May 6, 1970)	Total
Code 1	1, 704	208	1, 912
Code 2	528	18	546
Code 3	169	18	187
Code 4	37	4	41
Code 5	4		4
Code 6			
Total	2, 442	248	2, 690
Cubans born in United States	605	16	621
Spanish S.A. Non-Cubans C.A	247	14	261
Total Spanish speaking			3, 572

Sincerely,

JOHN J. WHITE, Jr., *Superintendent of Schools.*

BOARD OF EDUCATION,
West New York, N.J., September 25, 1969.

ENROLLMENT OF CUBAN PUPILS IN THE WEST NEW YORK, N.J. PUBLIC SCHOOLS

	1964-65		1965-66		1966-67		1967-68		1968-69	
	Sept.	Add since Sept.	Sept.	Add since Sept.	Sept.	Add since Sept.	Sept.	Add since Sept.	Sept.	Add since Sept.
School No. 1	72	19	93	23	146	48	221	46	286	58
School No. 3	55	11	58	14	61	17	69	22	121	39
School No. 4	65	10	100	30	140	50	150	68	252	110
School No. 5	605	70	710	65	735	70	880	90	950	80
H. L. Bain	176	22	205	31	291	28	332	35	379	32
Total elementary	973	132	1, 166	163	1, 373	213	1, 652	261	2, 269	319
High school	180	23	210	35	264	46	440	20	484	147
Grand total	1, 153	155	1, 376	198	1, 637	259	2, 092	281	2, 753	466

JOHN J. WHITE, Jr., *Superintendent of Schools.*

CENSUS: SPANISH SPEAKING PUPILS—WEST NEW YORK PUBLIC SCHOOLS—SEPT. 30, 1969

[Spanish speaking includes those who speak only Spanish as well as those who can communicate in English]

	Total enrollment	Number of Cubans (parents are noncitizens)[1]	Number of Cubans (parents are citizens)	Number from South America	Number from Central America	Number from Puerto Rico	Percent	Spanish total speaking
No. 1	686	190	48	13	5	19	10	275
No. 3	475	143	18	18	12	16	16	207
No. 1	751	398	48	13	12	14	64.5	485
No. 5	1,496	1,029	116	36	11	31	5	11,223
H. L. Bain	1,095	441	57	42	18	14	52.2	572
Total elementary	4,503	2,201	287	122	58	94	61.9	2,762
High school	1,599	673	99	51	20	36	55.6	879
Grand total	6,102	2,374	386	173	78	130	59.66	3,641
Percent		47.1	(3,260) 53.6	2.8	1.2	2.1		

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[1] Refers to U.S. citizenship.

DATA FORM—WEST NEW YORK, N.J.—1971-72 BASE SCHOOL YEAR

Col. 1 Name of school	Col. 2 Negro	Col. 3 American Indian	Col. 4 Spanish-surnamed American	Col. 5 Portuguese	Col. 6 Asiatic, Oriental	Col. 7 Alaskan Natives	Col. 8 Hawaiian Natives	Col. 9 White Caucasians nonminority	Col. 10 Total
P.S. 1	5		366		0			357	728
P.S. 3	22		261		6			228	517
P.S. 4	4		600		14			258	876
P.S. 5	4	1	1,305		27			244	1,581
H.L.B	2		750		18			378	1,148
	11	2	968		21			850	1,852
Total	48	3	4,250		86			2,315	6,702

ELEMENTARY AND SECONDARY-SCHOOL CIVIL RIGHTS SURVEY-1972-1973

	White (White Americans) (White Europeans)	Negro (Self) (Explanatory)	SPANISH SURNAMED Puerto Rican (Self) (Explanatory)	SPANISH SURNAMED Cuban (Born in Cuba) (or U. S.)	SPANISH SURNAMED Other (Include: South Americans Central Americans Spain (not Cubans via Spain)	American Indian (Self) (Explanatory)	Oriental (Chinese (Japanese (Korean (Indo-China	Other (East Indians (Pakistanians (Jordanians (Egyptians (Syrians, Etc (Do not include Europeans)	[illegible]
#1	[illegible]		4%	44.8%	1.6%				50.4%
#3	44.1%	.4%	.24%	49.3%	3.7%				50.5%
4	[illegible]		2%	63.2%	4.3%				68.5%
5	[illegible]		3.5%	75.5%	3.6%				50.4
N&B	32.8%		1.7%	58.3%	5.5%				66.4
[illegible]	30.2%	.8%	2.7%	61.5%	3.9%	(n.a.)	.6%	.8%	68.1
15	45.9%	.6%	2.1%	56.2%	3.8%	(n.a.)	.6%	.6%	53.2
16	34.5%	.7%	2.5%	57.2%	4%	-	.6%	.7%	63.7

TEACHER'S NAME ______________ GRADE __________ ROOM NUMBER __________

ELEMENTARY AND SECONDARY-SCHOOL CIVIL RIGHTS SURVEY-1972-1973

	White (White Americans) (White Europeans)			Negro (Self) (Explanatory)			SPANISH SURNAMED: Puerto Rican (Self) (Explanatory)			SPANISH SURNAMED: Cuban (Born in Cuba) (or U. S.)			SPANISH SURNAMED: Other (Include: South Americans Central Americans Spain (not Cubans via Spain)			American Indian (Self) (Explanatory)			Oriental (Chinese (Japanese (Korean (Indo-China			Other (East Indians (Pakistanians (Jordanians (Egyptians (Syrians, Etc (Do not include Europeans)			Tota
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M
1	191	164	357	3	2	5	15	13	28	167	159	326	6	6	12		0			0			0		282
3	115	110	225	13	9	22	9	4	13	131	108	239	10	9	19		0		4	1	5	1	0	1	277
4	132	126	258	2	2	4	10	7	17	250	275	525	24	14	38		0		1	1	2	10	2	12	437
5	131	133	264	1	3	4	28	27	55	576	557	1133	30	27	57	0	1	1	7	5	12	10	3	13	535
11.13	203	175	378	0	2	2	9	10	19	365	303	668	37	26	63	0	0	0	3	4	7	10	1	11	617
Total Elem.	765	700	1465	17	18	37	71	61	132	1539	1422	2961	107	82	189	0	1	1	17	11	28	31	6	37	[illegible]
M.H.S.	430	420	850	8	3	11	8	31	39	395	162	557	40	38	78	1	1	2	4	7	11	5	5	10	871
Grand Total	1195	1130	2315	27	21	48	79	92	171	1934	1384	3318	147	114	261	1	2	3	31	18	39	36	11	47	[illegible]

4250

TEACHER'S NAME ______________ GRADE ______ ROOM NUMBER ______________

DATA FORM

95-545 4532

140

Applicant West New York

State New Jersey

oct '72

Base School Year 1972-73

Col. 1 Name of School	Col. 2	Col. 3 American Indian	Col. 4 Spanish Surnamed American	Col. 5 Portuguese	Col. 6 Asiatics + Oriental	Col. 7 Alaskan Natives	Col. 8 Hawaiian Natives	Col. 9 Wh Caucasian Non-Minority	Col. 10 Totals
PS #1	113		377		2			255	677
PS #2	14		673		11			227	937
PS #3	10		259		2			203	474
PS #4	6		458		9			197	710
PS #5	8		731		9			106	846
HLB	2		640		13			310	965
[illegible] HS	11		1059		21			839	1935
S[illegible]	5.		4242		79			2166	6544

N. [illegible] EACH OF THE YEARS BEING REPORTED.

Spanish	64.8 %
Cuban	57.2 %
White	33.1
Negro	0.85 %
Oriental etc	1.2

ELEMENTARY AND SECONDARY-SCHOOL CIVIL RIGHTS SURVEY-1972-1973

			SPANISH SURNAMED					
	White (White Americans) (White Europeans)	(**Negro** Self) (Explanatory)	Puerto **Rican** (Self) (Explanatory)	**Cuban** (Born in Cuba) (or U. S.)	**Other** (Include: South Americans Central Americans Spain (not Cubans via Spain)	American **Indian** (Self) (Explanatory)	**Oriental** (Chinese (Japanese (Korean (Indo-China	**Other** (East Indians (Pakistanians (Jordanians (Egyptians (Syrians, Etc (Do not include European
1	42.1%	2%	.6%	49.6%	1.8%	–	.74%	.2%
2	24.24%	1.49%	5.33%	60.4%	6.6%	–	.74%	1.17%
3	42.8%	2.9	3.1%	48.5%	3%	–	–	–
4	27.7%	.8%	3.38%	61.29%	5.5%		.49%	.98%
5	12.53%	–	4.72	78.6%	3%	–	.47%	.58%
NRB	32.12%	.2%	1.76%	58.65%	5.91	–	.31%	1.03%
Elem Tot.								
MNS	43.3%	.56%	2.3%	49%	3.5%		.82%	.5%
G. Total	33.1%	.55%	3.39%	57.2%	4.2%		.5%	.7%

TEACHER'S NAME ______________ GRADE ________ ROOM NUMBER ______________

(64.8%)

ELEMENTARY AND SECONDARY–SCHOOL CIVIL RIGHTS SURVEY–1972–1973

	White (White Americans) (White Europeans)			Negro (Self) (Explanatory)			SPANISH SURNAMED Puerto Rican (Self) (Explanatory)			Cuban (Born in Cuba) (or U. S.)			Other (Include: South Americans Central Americans Spain (not Cubans via Spain)			American Indian (Self) (Explanatory)			Oriental (Chinese (Japanese (Korean (Indo-China			Other (East Indians (Pakistanians (Jordanians (Egyptians (Syrians, Etc (Do not include Europeans)			Totals		
	M.	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
1	155	130	285	4	9	13	14	17	31	169	167	336	6	4	10	Sp. Sur. (377)	—			—		1	1	2	349	328	672
2	118	109	227	6	8	14	30	20	50	318	248	566	38	24	62	(675)	—		5	2	7	9	2	11	524	413	934
3	109	94	203	6	4	10	8	7	15	125	105	230	9	5	14	(259)	—		1	-	1	1	-	1	259	215	470
4	101	96	197	2	4	6	14	10	24	208	227	435	25	14	39	(498)	—		1	1	2	5	2	7	356	354	712
5	57	49	106	-	-		19	21	40	351	314	665	11	15	26	(731)	—		1	3	4	4	1	5	443	403	860
NCB	163	147	310	1	1	2	7	10	17	298	268	566	31	26	57	(640)	—		1	2	3	2	8	10	503	412	913
Elem	703	625	1328	19	26	45	92	85	177	1469	1329	2798	120	88	208	(3183) (1059)			9	8	17	22	14	36	2434	2175	466 460
JS	419	419	838	8	3	11	13	32	45	432	512	944	30	38	68	1		1	6	10	16	5	5	10	916	1019	193
Tal	1122	1044	2166	27	29	56	105	117	222	1903	1841	3744	150	126	276	1	-	1	15	18	33	27	19	46	3350	3194	654

TEACHER'S NAME ________ GRADE [illegible] ROOM NUMBER ________

Chairman **Perkins**. Mr. Forsythe, any questions?

Mr. **Forsythe**. No, thank you, Mr. Chairman.

Chairman **Perkins**. Let me thank all of you for your appearance here today. I feel you have been very helpful to the committee. I am particularly delighted that Mr. Daniels made arrangements to see that you got down here. We look forward to your return sometime in the future and we will do the best job we can writing the legislation. We thank all of you.

[Whereupon, at 12 p.m, the meeting adjourned, to reconvene at 9:30 a.m., March 15, 1973, in room 2257.]

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

THURSDAY, MARCH 15, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to recess, in room 2257, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Present: Representatives Perkins, Hawkins, Mazzoli, Quie, Bell, Steiger, Hansen, Forsythe, and Towell.

Staff members present: John F. Jennings, majority counsel, and Christopher Cross, minority legislative associate; and Eydie Gaskins, special assistant.

Chairman **Perkins**. The committee will come to order. A quorum is present.

Our first witness is Dr. Webb, the executive director of the National School Boards Association, accompanied by Dr. Steinhilber, director, Federal and Congressional Relations.

We are delighted to hear you at this time. You may proceed, Dr. Webb, in any manner that you prefer. It is a great pleasure to welcome you here on this occasion. We are also delighted to have Mr. Steinhilber, your Congressional Relations director, who has always been so helpful to this committee over the years.

Without objection, your prepared statement will be inserted in the record.

[The statements referred to follow:]

Statement by Harold V. Webb, Executive Director, National School Boards Association

Mr. Chairman, members of the Committee, my name is Harold V. Webb, and I am the Executive Director of the National School Boards Association. I am accompanied today by Mrs. Caroline Hutto, Mr. Merrill Gee, & Mr. Arnold Wallace; and Mr. August W. Steinhilber, Director of Federal and Congressional Relations of the Association.

The National School Boards Association is the only major education organization representing school board members—who are in some areas called school trustees. Throughout the nation, approximately 84,000 of these individuals are Association members. These people, in turn, are responsible for the education of more than 95 percent of all the nation's public school children.

Currently marking its thirty-third year of service, NSBA is a federation of state school boards associations, with direct local school board affiliates, constituted to strengthen local lay control of education and to work for the improvement of education. Most of these school board members, like yourselves, are elected public officials. Accordingly, they are politically accountable to their constituents for both educational policy and fiscal management. As lay unsalaried individuals, school board members are in a rather unique position of being able to judge legislative programs purely from the standpoint of public education, without consideration to their professional interest. In so doing, this last April, at its national convention, the membership of the National School Boards Association expressed its view on the federal role in education by adopting the following resolution:

"The increased mobility of our population, and the increased dependency upon education for national success and progress demand that the source of revenue supporting public education be more broadly based. Therefore, specific federal legislative proposals should recognize: a) a critical need to increase significantly the level of funding of public education through general aid; b) the value of supplemental categorical programs that speak to legitimate areas of unique federal responsibility and overriding problems of national concern; c) the need to distribute funds on an equitable basis with primary responsibility for expenditure determination to rest with local school districts' and d) that procedure should be developed by state and local school districts to ensure accountability and effective use of federal monies to improve the educational results of all children."

With your permission Mr. Chairman, I would like to proceed by first presenting an overview of school finance and to particularly focus upon the need to develop a federal general aid program. Mrs. Caroline Hutto, Mr. Merrill Gee, & Mr. Arnold Wallace will then follow with a review of the basic pitfalls and strengths of the existing programs from the local school board perspective. Mr. Steinhilber will then conclude our formal presentation with an analysis of how existing legislation and the proposed amendments and other alternatives thereto can be perfected in order to avoid the pitfalls and to advance the strengths.

Turning to my segment, Mr. Chairman, school finance and the scope of Federal Aid to education, I will not belabor points which other witnesses have already made with regard to the value of education in our society, the big city crises, or list those experts who say more education dollars do make a difference. Rather, I will limit my discussion to the budgetary realities which are associated with equal educational opportunity. My statement will be presented in four parts: 1) the economics of equalizing intra-state expenditure disparities, 2) the economics of equalizing interstate expenditure disparities, 3) the economics of providing property tax relief to the poor and the elderly, and 4) the economics of recognizing special student needs.

EQUALIZING INTRA-STATE EXPENDITURE DISPARITIES

Assuming that the states as a matter of law or at least, hopefully, as a matter of policy will soon be establishing systems of finance which comport to the allegations presented in the *Rodriguez* case, a difficult choice will be presented. Either the states will have to shift existing funds so that all schools will be funded at the current mean expenditure level—i.e., the state average, or new funds will be infused into the system in order to "level up" the substandard and mediocre schools to the levels of the better schools. Realistically, it can be expected that a certain amount of leveling up will occur. The question presented is how much will it cost?

In examining this very question, the President's Commission on School Finance found, for example, that if the states wanted to achieve a state-wide per pupil expenditure rate equal to their current 80th to 90th expenditure levels that, nationally, leveling up to those percentiles would cost the states $4.3 billion and $6.9 billion, respectively. Indeed, even "leveling up" to the 50th percentile level would cost $1.6 billion nationally.

In attempting to determine whether the states could afford the cost of leveling up to a politically acceptable standard, the Advisory Commission on Intergovernmental Relations concluded that with the states' $1.7 billion share of General Revenue Sharing, the money "freed up" by Federal Welfare assumption, and drawing upon the states' untapped tax capacity, federal assistance would not be needed.

But, Mr. Chairman, there is a difference between theory and practice. Many governors are under pressure to use their Revenue Sharing to relieve taxes—

especially since that program was hailed, in part, as a tax relief measure. The governors are also using those funds to substitute for cuts in Federal categorical programs and to meet other obligations which would have been funded from HEW's Social Services program before expenditure restrictions were clamped on it. Other governors, including Kentucky's Governor Ford are wisely refusing to even release Revenue Sharing funds until a final assessment can be made of all federal cuts. The point is, General Revenue Sharing is not providing the states with new resources which can be applied to the cost of leveling up education expenditures.

As to the "freeing up" effect of Federal Welfare assumption, that $1.6 billion program is yet to be enacted.

Before turning to the question of the extent to which the states have the ability to use untapped tax capacity to level up inter-district education expenditures, perhaps that term should be explained. As used by ACIR, untapped tax capacity is "most stringently" defined as those funds which a state can raise to equal the effort of the nation's highest tax effort state and is "least stringently" defined as those funds which a state can raise to equal the effort of the highest tax effort state in its region. While we believe that the basis for even the least stringent definition is unrealistic, both politically and in terms of interstate competition it provides a good starting off point to determine to what extent state and local units can afford to level up their education expenditures.

Depending upon whether a state seeks to level up to the 80th or 90th percentile, then, on a national basis, the states would have to draw upon 13% to 21%, respectively, of their untapped capacity under the "most stringent" definition, and 26% to 41% under the somewhat less unrealistic "least stringent" definition. Given this fact, we believe that the voters, without passing on the merits of education, would tend to defeat a single purpose tax of these magnitudes on budgetary grounds.

In some states like Minnesota the cost of "leveling up" to the 90th percentile would be extremely difficult since under the most stringent test it would have to draw upon 40% of its untapped tax capacity. Moreover, under the least stringent test it would have to draw upon 100% since its the highest effort state in its region. Similarly, since New York is the highest effort state in the nation, it would require 100% of that state's untapped tax capacity just to achieve any increases in its education expenditures.

Mr. Chairman, in light of the foregoing we do not believe that the states can not raise between $4.3 billion to $6.9 billion to level up to the 80th to 90th percentile range. To the extent that they cannot, the dichotomy between rich school/poor school will be replaced by mediocrity in all districts.

But before we suggest how much the states can raise, I would like to turn to the economics of those other factors which comprise a quality equal educational opportunity.

THE ECONOMICS OF INTER-STATE DISPARITIES

Mr. Chairman, to date the breadth of the interstate disparity of educational expenditures has not attracted as much attention as it should have because of even wider disparities within the states. However, assuming that the *Rodriguez* decision is upheld—or its policy followed by the states—then, in the absence of Federal involvement, equal educational opportunity will be a right confided within each state rather than to the nation as a whole.

With your permission Mr. Chairman, I would like to draw upon a few figures to demonstrate the magnitude of interstate inequities.

During the 1973 school year, the range of per pupil current expenditures will probably vary from $590 to $1584, with an average expenditure of $1034. To draw this range into a better statistical perspective, we find that 15 states are spending over $1100 and 20 states are under $900. That is, 35 states vary from the average expenditure rate by at least 10% with the higher end states exceeding the lower end states from about 20% to 270%. Although, arguments are made about regional variations in the cost of living and that dollars are not perfectly correlated to education, we are hard pressed to believe that two children of average ability would receive the same educational opportunity and educational experience even though one has, say, $500 more in textbooks, equipment and instructional services behind him than the other.

While the case for equalizing education expenditures can be dramatically made by stating that expenditures in the top ten states exceed that of the bottom ten by 81%, there are even more subtle economic statistics which makes a case for interstate equity—even within the top expenditure states. For example, Minnesota ranks number eleventh in per pupil expenditures, number tenth in terms of expenditures as a percentage of personal income, yet it ranks number 28th in personal income and 42nd in untapped tax capacity. That is, the totality of Minnesota's governmental services as a function of total resources, and education expenditures in particular, is so high that compared to other states it ranks near the bottom in terms of its ability to tap new resources for an expansion of services.

Although we are not aware of a detailed study on this point, we can estimate that after each state internally levels up to the 90th percentile, the cost of leveling up all the states to the resulting 90th percentile per pupil expenditure of the highest state would be an astounding $21 billion. (This figure was derived by first excluding excess expenditures on the educationally disadvantaged and the handicapped. It does not take into account a relatively minor adjustment for cost of living.)

In otherwords, Mr. Chairman, if equal quality educational opportunity can be defined as a national educational expenditure rate equal to the current 90th percentile level, then government sources may have to raise as much as $28 billion in new resources (i.e., $7 billion for intrastate leveling up plus $21 billion for interstate leveling up). However, this figure does not significantly accomodate for the needs of certain special categorical children—which I would now like to briefly describe.

SPECIAL EDUCATION COSTS

Part of the reason why many of the nation's school systems are suffering financially—despite increases in per pupil expenditure and modes Phase II salary raises—is that growing recognition is being accorded to the nation's high cost special children. Indeed, that recognition may soon become legal reality as handicapped and bilingual children have court cases pending which contend that by not being provided adequate special service programs they are being denied equal protection.

If state and local educational agencies are going to meet these needs, again the question raised is how much will it cost?

There are about 7 million handicapped children for whom state and local governments now spend $2.3 billion which is about $1 billion more than they did in the 1969 school year. In a 1972 Office of Education sponsored publication of the Council for Exceptional Children, it was projected that the cost of fully servicing the nation's handicapped children would cost $7 billion by 1980. When Senator Williams introduced S 6 this last January, he referred to studies which estimate the cost of current unmet needs for the handicapped to be at least $3 billion. This we believe is a very conservative estimate.

There are about 3 million children, exclusive of those speaking dialects, whose home language is not necessarily English. Although figures are not available as to how many of these children would need bilingual instruction in order to have meaningful educational experience, we would assume that the number far exceeds the 100,000 or so who are currently involved in bilingual programs. Certainly the cost of fully servicing this area would involve several hundred million dollars of new funds.

Similarly, there are 6 million culturally disadvantaged children who are receiving federal aid and probably about another 4 million who are not. The Administration has stated that with special service programs costing a minimum of $300 per pupil, these children, on the average, should *begin* to make successful progress. However, various studies, including the President's Commission on School Finance and the Riles Report, have stated that at least $500 per pupil would be needed to achieve *substantial* success. An interpolation of the weighted ratios recommended by the National Education Finance Project, suggests that $600 per child would be the appropriate expenditure level. Accordingly, it could be estimated that it would cost about $3 billion to begin to make progress with these children and at least $5 billion to achieve substantial success. Figures on local contribution to programs for the disadvantaged are non-existent and state figures are sketchy. Given a federal and state contribution of under $2 billion, expenditures of at least $3 billion over current levels would be needed, less whatever local contributions are currently being made (probably under $100 million), to achieve significant success with these children.

Mr. Chairman, in speaking of equalizing educational expenditures and providing for special services and needs we could say that a quality, equal, and meaningful education for all children would cost $34 billion in additional resources. (i.e., $28 billion for leveling up to the 90th percentile plus $6 billion for special education). However, before we can state that as education's target figure, consideration must be given to the question of local property tax relief.

PROPERTY TAX RELIEF/INFLATION

On various occassion over the last two years, the President has stated his desire to relieve the elderly from excessive property tax burdens. In addition, members of Congress have been making a similar appeal for the poor.

Although a specific plan has not yet emerged, it can be assumed that a property tax relief program would probably evolve in the so-called "circuit breaker" format rather than as a federal income tax credit. That is, a state would levy a lower property tax rate against elderly and poor people in certain income brackets than the rate which it charged to the rest of the populous. In return the state would receive a Federal incentive grant.

The Advisory Commission on Intergovernmental Relations found that if elderly people with incomes less than $15,000 per year were limited to local property tax payments of 6% of household income—which is rather modest, since nationally such taxes absorb 4.6% of personal income—the total cost would be $1 billion per annum. An extension of that limitation to the nation's non-elderly poor and moderate income wage earners would take another $1.5 billion off the tax rolls. In both cases laud-worthy objectives are indeed being sought. However, to the extent that the Federal incentive grant does not equal $2.5 billion annually, and is not earmarked for education, public education would be, in effect, paying the price.

Another factor, and an unpleasant one, which continues to erode the education tax base is inflation. At a very modest rate of 3%, it would cost well over $2 billion per year at our ideal expenditure level to defray the effects of inflation.

Hence, Mr. Chairman, if local property tax relief for certain segments of our populous is pursued by the states—with or without federal encouragement—as it probably will be—and if the reality of inflation is accepted, these two factors could be expected to cost $4.5 billion. When this is added to the $34 billion needed to level up expenditures to the 90th percentile level and to provide special services, we can conclude that an equal and meaningful educational expenditure would require $38.5 billion in new money.

ABILITY OF THE STATES TO PAY

Having established a target figure of $38 billion in new funds which will be needed to provide a quality education for all, the question raised is whether the states and localities have the sufficient economic where-with-all to pick up the tab.

Earlier in my statement reference was made to the concept of untapped tax capacity. As we noted, the so-called economically least stringent definition of this term is that amount of funds which the states could raise if they taxed at the rate of the highest state in their respective regions. The term is most stringently defined as that amount which they could raise if they taxed at the rate of 16.4% of personal income i.e., the rate of the highest state in the nation. Assuming that either economic definition of untapped taxed capacity is realistic, both in terms of state and local politics, as well as interstate economic competition, some $17 billion to $35 billion could theoretically be raised. Since competing service costs have gradually resulted in a reduction in the percentage of total state and local tax collections being used for education, it would be generous to say that the current percentage of such collections being used for education i.e., 40%, could be drawn from unused tax capacity. In applying that percentage to what we would consider unrealistically stringent standards of untapped tax capacity, state and local sources, if hard pressed, should, on a national basis, be able to raise only between $7 to $14 billion of the $38 billion needed.

If it can be accepted that every state should be taxing at the rate of highest state in the nation on the grounds that it is also the highest per pupil expenditure state and not increase its priorities for other service programs, then in order for all governmental sources to provide $38 billion in new money, the federal government would have to pick up at least 30 percent of the total education cost. Under the least stringent test, that is, if the states raised funds at the effort level of the highest state in the region, the federal share would be 38% of total expenditures if all educational neeeds are to be met. But a more realistic appraisal of untapped tax capacity and the need to advance the progressiveness of the national tax structure as a whole suggest that the federal share in education should probably be closer to forty percent.

CONCLUSION

Mr. Chairman, the basic thrust of my remarks today is that if an equal quality educational opportunity, which we define as the nation's current 90th percentile level, is to be achieved; if other special priority costs are to be met, such as services for the handicapped and educationally disadvantaged; if even modest property tax relief is to be provided, and, if inflation is to be accounted for, we would estimate that at least $38 billion over current expenditures would be needed.

Mr. Chairman, to the extent that state and local governments can not meet these costs, the Federal level must step in. In this regard, we believe that the federal conribution rate to elementary and secondary education shou.d be at least 33 percent or $30 billion, not the current 7 percent level. Furthermore, we believe that the complexities of the problems of delivering meaningful educational services are such that these new federal funds should be in the form of general rather than categorical aid.

As intra-state equalization becomes a reality, federal monies could be simply distributed on a formula entitlement basis related to each district's share of the nation's cost weighted children. That is, once the need for intra-state equalization is accounted for, a school district would just count its pupils under a formula which extra cost weights the higher grade levels, the handicapped, the educationally disadvantaged and those children receiving vocational training (i.e., in a manner similar to the state-aid formula recommended by the National Education Finance Project.).

If $38 billion in new educational funds were forthcoming, particularly with the federal general aid role which we now urge, American education would enter a new dimension. Whether this is the price of an ideal today or a constitutional right tomorrow, it is also the equal and meaningful quality educational opportunity that all our nation's school children deserve.

Mr. Chairman, I wish to thank you and the member of this Subcommittee for this opportunity to present the views of the National School Boards Association.

STATEMENT BY MRS. CAROLYN HUTTO, MEMBER, LOUISVILLE BOARD OF EDUCATION, LOUISVILLE, KY.

I am delighted to have the opportunity to appear before this committee. I come to you representing one of America's urban school districts—Louisville—which shares most of the severe educational and social problems of our nation's core city areas. Louisville has undergone dramatic changes in the past few years. The national pattern of middle class white exodus is clearly evident. Louisville is surrounded by school systems which are principally middle class in their makeup, over 95% white, and with greater financial resources. In contrast, the Louisville City School System with some 49,000 children has a majority black student population, a federal poverty index of over 40%, and a past history of declining pupil achievement where over 67% of all pupils are at least two years below national norm in basic skill areas. The problems of student violence, vandalism, dropouts, low attendance, and community alienation from the school have increasingly plagued the District. Just a few years ago, this bleak picture seemed to have no prospects of improvement and indeed the combination of social and economic forces which created these conditions still seems to be taking its toll.

However, the federal government's passage of the Elementary and Secondary Education Act and other programs of federal assistance to education in the 1960's began to create a new pool of resources and hope to combat the school problems of American cities, including Louisville. My presence here today is to make two points: First, that in Louisville the creative use of categorical federal funds has begun to make a difference in many ways. I will attempt later to explain these differences. And second, that the present prospect of radical change, and perhaps curtailment, of these funds can create a disastrous reversal in our city's ability to adequately face up to its many challenging problems.

There has been much talk nationally about the failure of educational reform efforts promoted by the federal educational legislation of the '60's. I cannot speak of the total national picture, but in Louisville we can strongly disagree about these conclusions. Any attempts to turn around the vicious negative impact of inner-city school decay are bound to be difficult and time-consuming. To attack the root causes of declining educational conditions resulting from massive poverty and racial isolation is a profoundly complex undertaking. Some of the strategies that have been utilized have been found to be ineffective. Just like the scientist in the laboratory, several unsuccessful experimentations inevitably precede the learning which finally results in success. This has been true in Louisville; but, as of March 1973, it can be verified by both hard statistical data as well as community opinion that education in our city is on the upswing. There is absolutely no question that this has been directly due to the input of federal resources and the creative use of these resources by the School District.

Specifically, these federal programs are:

The Elementary and Secondary Education Act.—The Elementary and Secondary Education Act has made compensatory education in the Louisville District a reality. The current Title I project in Louisville places great emphasis on reading in the primary grades and this added emphasis is considered absolutely essential in our efforts to combat under-achievement in the inner city. Further, the purchase of library resources under Title II, the special education efforts under Title VI, and the dropout prevention project under Title VIII have all contributed to our concerted efforts.

The Education Professions Development Act.—The Education Professions Development Act has provided resources which have been of immeasurable benefit in the training of staff. The Career Opportunities Program, in particular, has provided work and career opportunities in the District for many residents of the so-called target areas. It would be difficult to over-estimate the importance of other EPDA programs such as Teacher Corps and the Urban-Rural Schools Development Program.

The Vocational Education Act.—The Vocational Education Act has enabled the District, working closely with the Kentucky Bureau of Vocational Education, to increase the number of vocational education units (classes) in the District from 20 to 140 over the past eight (8) years.

The National Defense Education Act (Title III).—The National Defense Education Act (Title III) has made it possible for our district to move closer to the recommended basic equipment standards in vital curricular areas.

The Economic Opportunity Act.—The Economic Opportunity Act, which has provided the support for Head Start, Follow Through, and the Neighborhood Youth Corps Programs, has allowed the District to make important progress in the area of early childhood education and has provided funds to employ many parents and young people in the areas with a high incidence of poverty.

The Omnibus Crime Control and Safe Streets Act of 1968.—The Omnibus Crime Control and Safe Streets Act of 1968 has made it possible for the District to begin afternoon and evening community school programs as well as alternative programs which are providing school activities for many students who would otherwise be institutionalized.

In January 1970 Louisville of all school districts in the State had the greatest number of low income students (34% with an income of $3,000 a year or less), the highest number of under-achievers (71% below the national averages), the most pupils dropping out of school (approximately 2,000 yearly—the second highest rate nationally among large cities), the most delinquency referrals (approximately 5,000), the most delinquency apprehensions (over 600), a very low attendance factor, a very large proportion of local school suspensions, and a rapidly declining achievement record at all grade levels in the system.

Today it can be stated with pride that the "inevitably dismal future" of the Louisville Public School System did not materialize. Federal resources, combined with competent, concerned human resources, have intervened successfully to make significant alterations in the future of Louisville. For example, I submit the following information:

1. Attendance has increased significantly.
2. The dropout rate at the junior high level (the most critical level) decreased by 52.2 per cent.
3. Delinquency referrals were reduced by 39.7% at the high school level and 30% at the junior high and elementary levels.
4. Achievement improved significantly. All grades achieved over the prediction in the area of Mathematics. Grades 1, 2, 3, and 7 achieved over the predictions in Reading.

These examples are not isolated, but permeate the entire Louisville School System. Supporting documentation of these results is readily available. For the past three years the Louisville Public Schools Department of Research and Evaluation has provided the U.S. Office of Education, the Office of Management and Budget and Congressmen Perkins and Quie with data from the School District.

In addition, great strides have been made in developing initiative and self-reliance on the part of the community. Thirty local school boards have been established, providing parents and the community with a means of sharing in the decision-making process where their schools are involved. Volunteers and para-professionals who work in the schools have been given training that not only enhances their efficiency in the school setting, but carries over into their roles as parents and community members.

It should be pointed out that these significant educational improvements have occurred in spite of the fact that (a) the poverty index has increased to 42% (still the greatest number of low-income students in the State); (b) the total number of unemployed in Louisville is still the highest in the State; and (c) Louisville still has the highest level of racial and economic isolation in the State.

I would like to call the committee's attention to the problem created for city schools by public housing developments. In Louisville, over 10% of our pupil population resides in public housing, and the School District is receiving in-lieu-of-tax payments for these children of less than $5.00 per child annually! We strongly recommend the funding of Category C (public housing pupils) in the Federal Impact Aid Law.

I close with a plea on behalf of Louisville and all urban, inner-city school districts. Please don't allow the elimination or reduction in the types of federal funding that have been so helpful to us. Without it, the hopeful beginnings now being made to stem the decay of big city schools will be halted in a wave of despair and frustration.

Statement by Merrill K. Gee, School Board Member, Pocatello, Idaho

My name is Merrill K. Gee. I am a school board member from Pocatello, Idaho, at the epicenter of the northwestern region from whence arises the anguished cry, "HELP" on Public Law 874 (Impact Aid). Our system—the second largest in the state, has 11,500 students, one of the highest tax rates, and lowest assessed evaluations.

In our area Uncle Sam is the largest land holder, the greatest tax collector, and the most parsimonious tax remitter to schools.

We wonder if some of our dedication to heritage preservation has been misapplied. Congress has appropriated sizable sectors of our state for PRIMITIVE AND WILDERNESS AREAS, but we certainly did not intend or desire to have schools to match.

Yet, non-renewal or significant reductions of funding of ESEA and impact aid could help reduce our schools to near primitive and wilderness levels. Public Law 874 does not put frosting on any *cake* out West, it merely provides the leavening which helps stretch and make more palatable a batch of scanty dough.

The federal government owns sixty percent of the land of our state, seventy-six percent in our school district, and ninety-three percent in another. If money equivalent to property tax were paid at even one-quarter of the rate of comparable privately owned land, our schools and tax-poor payers could have Christmas nine months of the year, but in reality would more nearly deliver quality education and a superior citizenry on levels closer to our wealthier, less federally owned states.

From this seventy-six percent of federally owned land, our district receives a direct largesse of $954 per year in Forest funds (recently raised from $630).

From 874 funds, however, we received $207,000 in 1971–72, which was much less than one-half of the cost of educating our Impact students, but which represents twenty-five teachers in our system. But we still have overloaded classrooms. Because we are required by law to offer contracts to our employees before March 1, we prepared our budgets early, held public hearings and committed ourselves five to six months before school started last fall.

We levied the maximum allowed by state law, plus all we could raise in two separate override elections. It totalled just slightly over $400 per student annually. From indications and past performance, we had good reason to believe that federal money would be forthcoming. We needed it, we felt we deserved it, we budgeted for it, and we have counted on it.

Now that two-thirds of this school year are gone and federal funds are still uncertain, we are in turmoil and serious trouble. A neighboring district has already laid off needed personnel and given notice of inability to renew contracts for nearly twenty percent of its valuable, experienced professional staff. Without these funds, many other districts, including ours, cannot finish this present year without violating contracts or state attendance laws or both. To do either would result in the cut-off of state funds—thus deepening the crisis.

Our legislature either believed strongly in its persuasive ability or had implicit faith in the power and determination of the Congress. It memorialized Congress, the President, and HEW to fully fund federal programs—then adjourned without making any more provision for imperilled districts than a wish that all would go well with us.

We sincerely hope that the oversight in failing to include Henry Kissinger in the petition will not be fatal to its favor.

Revenue sharing is not presently a solution. That law pointedly omitted school districts from this benefaction from the Great Green Father. Our schools are not part of, but operate separately from local units of government and are totally left out of local government sharing. The state's one-third was committed elsewhere under the belief and faith that federal programs and impact aid would be funded as budgeted and approximately as passed in the vetoed HEW appropriations. For *next* year, part of the state's revenue share has been legislated into a state foundation formula which has such built in and long-standing disparities that it is under attack in our courts. The state formula takes so little account of the impact and disadvantaged students that it is both unrealistic and a denial of equal protection of the law.

If the Congress should directly and pointedly channel revenue sharing funds roughly equal to present programs into public land, needy and impacted school districts, there would surely be greater equity in education.

We have been warned that if any 874 money is paid, it will be reduced for 3A students (those whose parents live and work on federal property) and totally eliminate most of our 3B pupils. This calls to mind the old king who had three daughters, one of whom was specially winsome and was his favorite. He sent a proclamation that would give knighthood and one-third of his kingdom to whomever could win his most beauteous daughter. A few weeks later he was startled when three young swains presented licenses to marry all of his daughters and thereby claimed 150 percent of his kingdom. He reminded them the offer was good only as to his most beauteous daughter. Each courtier replied "Sire, the princess I have chosen is the most beautiful in my eyes." In our eyes all the 874 children are beautiful—all deserve a meaningful share of the kingdom of education and needful ones should not be favored at the expense of others.

While we recognize criticism and shortcomings in some application of impact funds, we sincerely hope that Congress will not follow a practice attributed to some primitive tribes who, when a wife mothered a disfigured child, they promptly killed the mother and all her offspring. If we are expected to maintain two-thirds of our state for the benefit of the federal government, then that government ought to compensate fairly for the loss of tax revenue, regardless of where the federally attached parents live or work.

Just Monday of this week, representatives of our three largest minorities met with the School Board of Pocatello demanding that members from the groups be given permanent tenure and be removed from "soft-money" employment by which they characterized their status under uncertain federal funding. We explained that federal money was not really "soft", but was the ***hardest*** to obtain and count on of all monies. As of right now, it was not only "***hard***" but invisible. The protesters were neither satisfied nor mollified and warned that we might have another uprising akin to Wounded Knee. In our instance it could more appropriately be termed "Shattered Promise."

We are anxiously counting upon your sympathetic understanding to provide continuation of this past commitment to the betterment of *all* disadvantaged and impact aid children and to your persuading your colleagues and the Chief Executive to direct that the better ESEA and impact aid programs be carried out for this year and next, and that the federal commitment to education be continued and expanded on an equitable basis as a means of preserving and expanding our greatest resource: a soundly educated citizenry.

STATEMENT OF ARNOLD WALLACE, MEMBER, BOARD OF EDUCATION, PENNSAUKEN, N.J.

Mr. Chairman, and members of the House Committee on Labor and Education, my name is Arnold Wallace, and I am a member of the Board of Education in Pennsauken, New Jersey. I have come here today to speak to you concerning the effect of the proposed federal budget for education in New Jersey in general and in my Congressional District (6th) in particular. I would very much like to address the bulk of my testimony to the proposed cuts in ESEA, elementary and secondary education act, title I and impact aid funds.

The keystone of the administration's fiscal year 74 budget is special education revenue sharing. It is a five-category package that totals $2.5 billion. It has subsumed approximately thirty major categorical programs, although it continues funding for only twelve. If the fiscal year 74 budget for elementary and secondary education programs is compared to that for fiscal year 72, the last year an appropriation was made, the total outlay is reduced by $530 million.

Included within the administration proposal is a reduction in ESEA title I funds from $1,598,000,000 fiscal year 72 to $1,585,000,000 fiscal year 74. In addition, the proposal also provides for the elimination of the SAFA (school assistance in federally affected areas) part B aid, which amounts to some $330,000,000.

If allocation formulas are not changed under the revenue sharing legislation, yet to be introduced, New Jersey would stand to receive the same amount of aid under title I ($52,000,000) and a *total loss* of aid under SAFA part B ($8,800,000).

Title I funds, which were intended to aid in the educational process of disadvantaged children, have proved to be highly successful. Students who previously had difficulty in taking advantage of the educational process are now succeeding in school and graduating to become productive and respected members of the community and society in general.

This is not to say, however, that the program is no longer necessary, or that we have reached a situation where funds can be reduced. There are still thousands of school children in need of the economic impetus provided by educational programs through title I funds.

Given the increased costs of instructional services, administration, supplies, and facilities, it is inconceivable to envision the mere maintenance of spending levels. Furthermore, the reductions, as proposed by the administration, are tantamount to elimination of what have proven to be successful and vital programs.

The federal government has a responsibilty to help those who are disadvantaged. In order that we may help to make all Americans productive, there must be an increase in the appropriations for title I. Property owners and state government treasuries cannot bear the burden of continuing the programs in the absence of federal funds. To avoid the demise of worthwhile and valuable instruction aimed at making America's future even brighter, we must not allow a stagnation of Title I.

Impact aid, which is divided into type A aid for children whose parents live and work on Federal installations, and type B aid for children whose parents live off, but work on, federal installations, is particularly important to the sixth congressional district in New Jersey. As you may know, Fort Dix is located in this area and is a large military installation.

The federal budget proposes to eliminate part B of impact aid. This drastic reduction would have an adverse effect upon the educational system in New Jersey and particularly in the Sixth Congressional District.

Many school districts have come to depend on this categorical aid over the past 20 years. In many instances, these districts would be hard put to raise the lost funds, thereby placing the basic instructional process in jeopardy. Such districts have not been forewarned of this reduction, and once again property owners will be asked to bear a heavy burden or sacrifice the education of their children.

Neither of these alternatives is palatable, but nonetheless will become a matter of necessity if part B of impact aid is eliminated.

It is important to remember that districts containing federal installations typically are not wealthy and those lands occupied by the installation are tax exempt. This constitutes a real property tax loss to the community, and thereby necessitates a disproportionate burden upon those lands which *are* taxable.

At the present time, the Sixth Congressional District receives $2,433,996 in funds under part B of impact aid. The loss of funds of this magnitude in one area could prove to be educationally disastrous.

At the *very least*, provision should be made for an orderly reduction of funds, so as to avoid educational chaos and indiscriminate program elimination.

Mr. Chairman and members of the committee, I would like to take this opportunity to thank you for allowing me to present testimony concerning Title I and impact aid funds.

I sincerely hope that you will consider the merits of my presentation and take them into consideration in your deliberations.

Thank you.

STATEMENT BY AUGUST W. STEINHILBER, DIRECTOR, FEDERAL AND CONGRESSIONAL RELATIONS, NATIONAL SCHOOL BOARDS ASSOCIATION

Mr. Chairman, my name is August W. Steinhilber and I am the Director of Federal and Congressional Relations of the National School Boards Association.

Dr. Webb, in his presentation, sketched the economic parameters for an expanded federal, as well as state and local, role in financing education. Mrs. Caroline Hutto, Mr. Merrill Gee, and Mr. Arnold Wallace described the impact of existing federal programs on education in their districts. In my presentation, Mr. Chairman, I would like to describe how the categorical programs can be made even more effective. In so doing, for the sake of brevity, my remarks will focus upon four areas of major concern which the elementary and secondary programs pose at the local level. Specifically, they are the increasing administrative complexity of the federal program including special revenue sharing, revision of the Title I formula, revision of the impact aid formula, and the need for a timely enactment of those programs which are due to expire this year.

ADMINISTRATIVE COMPLEXITY OF EXISTING PROGRAMS

For several years now we have brought forward our views that the administrative overhead and complexity in applying for and operating federal programs is both inefficient and a disincentive to many local boards. This is particularly true in those smaller and/or poorer districts wherein federal assistance is needed the most, but who lack the manpower or risk capital required for grantsmanship.

The problem can be solved in two ways. First, the various categorical programs can be legislatively consolidated. In this regard, special revenue sharing is one form of consolidation which, however, we have opposed for reasons that will be touched upon later in my statement. Secondly, Health, Education and Welfare regulations and guidelines for the various categories can be made less restrictive without being offensive to the legislation as it currently exists.

There are nearly two hundred grant or contract programs under which local boards can apply directly to the federal level for funding. Since most of these programs are relatively small and not operated under a state plan or on a formula entitlement basis, we suggest that consolidation in this area would perhaps be even more desirable than consolidating the larger programs which are included within special revenue sharing. This is not to say that some larger programs should not be consolidated. For example, with respect to the recently enacted Emergency School Aid Act, as one tediously works through forty pages of *Federal Register* print and a commensurate number of pages of guidelines, application forms, et cetera, an immediate conclusion is reached that six interrelated program categories are far too many. That is one large program which needs to be consolidated.

As to special revenue sharing as one means of consolidation, we do not at this time have a bill to which we can respond. However, we can offer our perspective as to some of the concepts which have been circulating about, as well as to our views regarding the version introduced in the 92nd Congress.

From the local school board's vantage point, it makes little difference whether burdensome program restrictions are imposed at the federal or the state level. Accordingly, we could not support a plan which merely shifts the red tape from one governmental bureaucracy to another. Bearing this in mind, some very crucial problems arise with special revenue sharing as it is currently shaping up.

First, the inclusion of Title I and particularly impact aid within that program does not appear consistent with the purpose sought. As entitlement programs, it would appear that nothing could be simpler than to count students and then distribute the money. We believe that the answer to making Title I a more flexible program lies not in adding an intermediary, but rather in loosening up the guidelines pursuant to which the program is operated.

In the case of impact aid, its inclusion within special revenue sharing even makes less sense. Currently, impact aid is a general aid program. That is, there aren't any administrative restrictions. Therefore, to the extent that the state level is inserted and shifts those funds into categorical programs—flexibility in the end use of those funds is lost. In a similar vein, as a part of the special revenue sharing program, this hertofore federally unregulated program could be also subject to all of the HEW guidelines placed on the other categories.

Furthermore, the inclusion of impact aid within special revenue sharing cannot be supported on philosophical grounds either. Unlike other federal programs, impact aid is not principally directed toward meeting a specific educational need, but, rather is intended to compensate local districts for the cost of bringing the federal business into their schools. As a program of reimbursement, as distinguished from need, it would appear most inappropriate for an outside factor, i.e., a state agency, and an advisory council thereunder, to authorize the shift of these funds into other districts—or even to be in the position to tell an impacted district how to spend its impact aid funds.

In addition to the problems arising from including Title I and impact aid in the special revenue sharing formula, the proposed plan permits fiscal flexibility at the wrong level. If funds are to be shifted among categories, that should be done at the local where the community is most involved, not the state level. In fact, the state role should be limited to approving local plans and distributing the funds in an equitable manner. In this latter regard, particularly if the *Rodriguez* decision is upheld, the states should be required to make special revenue sharing funds available to eligible localities in a manner not unlike the state aid weighted pupil distribution formula recommended by the National Education Finance Project. That is, each special child for whom assistance is sought is weighted according to the relative cost of the special need which he has, with each locality's share equal to its proportion of the state's total number of weighted children.

Unfortunately, the proposal introduced in the 92nd Congress moved away from the concept of local determination and flexibility. For example, the state plan had to be approved by a state advisory council which would not even include a local school board member. Furthermore, if a local school board did not like the state plan, administrative appeals to HEW were not open to it. Nor was there any right given to examine other local applications when appealing to the state level.

Another concern which we have with special revenue sharing is that while consolidation serves a laudworthy purpose administratively, it opens the door for opponents of federal aid to education to reduce outlays since it is easier to cut or impound a lump sum appropriation than it is to cut individual programs—particularly if such programs have identifiable constituencies. To protect education against unwarranted budget cutting, special revenue sharing should have a triggering mechanism which would override the categorical approach only when the appropriations reach a certain level.

When special revenue sharing was introduced last year, the National School Boards Association was opposed to it, in part, for the above stated reasons. *Mr. Chairman, if a proposal were introduced which did not include Title I and impact aid, authorized the local level to shift funds among categories, provided for the distribution of state funds pursuant to a weighted student need formula, provided for local school board participation in the state plan process, gave local boards the right to see other local applications, as well as a right of appeal to HEW, and provided a safeguard triggering mechanism to ensure a minimal level of appropriations, we would be very favorably inclined to support it.*

Quite apart from legislative consolidation, the complexity and administrative overhead of the federal program could be greatly reduced if the administrative regulations and guidelines thereunder were made less restrictive.

For example, in the Title I area, school districts have been undergoing enormous frustrations with shifting standards of comparability and resulting reversion of funds from budgets that have already been committed. Similarly, prohibitions against using federally funded equipment for non-project purposes—even after school hours or during the summer is not administratively justifiable.

Although Mr. Resnick of my office developed our position on this point in depth when he testified before the Subcommittee on January 31 I would like to underscore the important role the regulatory process plays in this area, as well as the apparent inconsistency between the administration's urging of flexibility in the legislative process and its tightening of control in the regulatory process.

The Emergency School Aid Act was the only major elementary and secondary enactment subsequent to the President's announcement and aggressive pursuit of education special revenue sharing. As I mentioned earlier, the regulations for the basic program cover eighteen pages in the *Federal Register*, and those for the special categories cover another twelve. I would estimate that it would take several weeks of professional time for a school administrator to understand all of the nuances of that program and to prepare a sensible report to his superintendent and board on just what the program does. In this regard, it must be remembered that we are speaking of one program out of hundreds of federal programs which a school board could be interested in—and even then we are only speaking to programs which *en toto* represent less than seven percent of the nation's education budget.

But the administrative problems springing from the regulatory process run much deeper than just understanding the programs. Again turning to the Emergency School Aid Regulations, we find extensive reporting and accounting procedures that must be met both in applying for funds and in the administration of the program. Similarly, we find community advisory councils which must consist of a certain number of representatives from various kinds of civic organizations and associations, student advisory councils, special metropolitan councils, and non-public school councils.

The merits aside, what is most interesting and alarming about the reporting procedures, the membership of community councils, the very existence of the student advisory councils, and other features of the regulations is that they are not specifically authorized by law—and not even mentioned in the Conference Report. Rather, they are justified by the broad brush boiler plate language "as such regulations as the Assistant Secretary deems necessary."

Mr. Chairman, from the standpoint of program administration, coupled with the need of the education community to know in advance what kinds of programs HEW is developing for us, we urge the Subcommittee to restrict the scope of this boiler plate discretionary language. Indeed, without some clarification of that language, we might find ourselves in opposition to an otherwise acceptably structured special revenue sharing proposal, which because of its very flexibility, would lend itself to surprise federal regulations.

At this point, I would like to turn to the Title I program and the various amendments which have been proferred thereto.

REVISION OF THE TITLE I FORMULA

At the outset it should be stated that the National School Boards Association strongly endorses this program as a means of achieving educational opportunity and social equality for the millions of educationally disadvantaged children throughout the nation.

The basic question which arises with regard to extending the program is that since some $6 billion are needed, and we cannot expect an appropriation of more than $2 billion, what is the most equitable means of distributing the funds among the states and their school districts?

Under existing appropriations levels, only those children who are from families with incomes under $2000 or receiving welfare payments in excess of that amount will be counted. For the most part, the former classification of children are clustered in the south and southwest, whereas the latter grouping is clustered in the urban areas. But more importantly, since heretofore unimplemented 1970 census data reveals that there has been a dramatic shift of Title I children away from the southern school districts, that region faces a sudden break in its funding level.

H.R. 69 attempts to solve the Title I problem by raising the low income factor to $4000 per pupil, but at the same time requiring that those states and school districts which would otherwise suffer losses from their FY 1972 Title I appropriations level must be funded at the 1972 level.

Mr. Chairman, we believe that the balance between providing transitional assistance to those states facing losses in Title I funding and ensuring that the funds will flow to those states where the children are, should be a little more delicately tipped in favor of the latter. However, having said that, perhaps we are presupposing that where the low income children are, we will also find the educationally disadvantaged.

The Office of Education has advised us that some eight million low income family children are being counted for Title I purposes. But all of these children do not necessarily receive Title I services since the funds may only be spent on educationally disadvantaged children. In this regard, while only low income children are counted for determining how much assistance a district is entitled to, any child defined as educationally disadvantaged, regardless of family income, is eligible to participate. We are also advised that since the funds may only be used in those schools with the highest concentrations of low income children, only about six of approximately ten million educationally disadvantaged children are receiving assistance.

Unless this method for distributing funds is related to state or district wealth, which it very well may be, it would appear that the basis for including some children and excluding others from Title I services might be discriminatory against the latter in a reverse *Rodriguez* kind of way since the lack of wealth of one's neighbors would be determining an educationally disadvantaged child's eligibility for federal benefits. Certainly on an *intra*-district basis, particularly in those areas wherein the concentrations of low income children vary markedly, this reverse *Rodriguez* effect should be considered.

Given a limited appropriations level and the fact that, on the average, a minimum of over $300 per pupil is needed just for a Title I program to begin to become effective, the question is raised whether those children most in need of service should be funded first. In this regard, if there were a high correlation between the children being counted at various low income levels and those receiving Title I assistance, as well as their degree of educational disadvantageness, then perhaps use of the low income factor would be a justifiable and efficient means for distributing the funds.

H.R. 5163 would distribute funds directly on the basis of educational disadvantageness, rather than operating indirectly through a low income factor. However, we would need to have computer print-outs as well as a more detailed notion of how the program would operate before we could support this alternative approach. In this regard, Appendix I of our statement outlines some of the immediate concerns which NSBA has with the bill. I might add NSBA has not had time to give that bill a full review and wishes to submit a supplemental statement on same at a later date.

REVISION OF THE IMPACT AID FORMULA

Mr. Chairman, for several years now the impact aid program has been criticized because it tends to make relatively larger payments to wealthier districts. It is very important to note that this result is not inconsistent with the purpose of the program. As we mentioned earlier, unlike the other federal programs, impact aid is, in effect federal restitution for doing business in a school district, rather than a provision of assistance for some special need which is at least affordable by a poorer district. That is, the concept of the program is to leave the district in substantially the same condition as if the federal government did not take land off the tax roles and/or bring students into its schools. It is only natural, therefore, that payments would tend to increase with the wealth of the district.

The fact that the program is not premised on need to the degree as perhaps it should be, does not mean that impact aid should not be extended or inadequately funded. Either of these approaches only works to the detriment of scores of needy districts and to those who are being equitably compensated.

There are relatively simple revisions which can be made that will serve to equitably compensate the financially better off districts, yet provide for the needs of the poorer districts—as well as the children of military parents who must be educated there.

With your permission, Mr. Chairman, I would like to briefly outline three such alternatives.

The first is a two-stage bill beginning with payments to local agencies made solely on the basis of local contribution rate, followed by payments to state education agencies based on state aid to local districts, the latter to be redistributed on the basis of need. This approach would be particularly attractive if the *Rodriguez* decision is upheld since the federal impact would then be state-wide as well as local. In this regard, to the extent that a locality is raising proportionately more money than the rest of the state at a given effort level, local impact payments along with local property tax revenues, would be turned over by the LEA to the state level. Even if the *Rodriguez* decision would not result in this kind of redistribution of the local payment, that could be required in the legislation.

A second alternative would be to base the method of counting pupils upon the relative wealth and federal impaction of the district. That is, a scale could be established whereby at the various coordinates of wealth and percentage of federal children in the district, a certain number of such children would not be counted. More specifically, as a district's assessed valuation behind each child increases, a progressively smaller percentage of its federal children would be counted. However, this relationship would only be one scale on which pupil count would be determined. On the other scale, as the percentage of federal children in the district becomes smaller, so does the percentage of such children that are counted for payment. The precise percentage of children that would be counted in each district would be the point where its expenditure and impaction coordinates meet.

Further in this connection, two points need to be made. First, if the existing impact aid formula needs to be revised, it is because some wealthier districts are being reimbursed beyond the equitable point of need. The absorption factor has been suggested in the past, but rejected because of the indiscriminate manner in which it applied to all school districts. Therefore, the sliding scale absorption factor should *only* be applied to the relatively few wealthier districts, not to the overwhelming majority of districts whose payments do not exceed the limits of appropriate reimbursement and equity. For example, we would suggest that a three percent absorption factor be applied to districts which are in the top twenty-five percent wealth percentile. This takes me to the second point which should be made with respect to the adoption of an absorption factor. As I mentioned earlier, if the *Rodriguez* case is affirmed, then the federal impaction would be on the state as much as it would be on the locality. Hence, since a wealthy district would have to send a portion of its impact aid payment to the state level, any limitation thereupon because of local wealth—would inequitably hurt a relatively poor or modestly well-off district. Therefore, the absorption factor should only be applied on a temporary basis or at least based upon the financial position of the district *after* state formulae are applied—not before. Indeed, to the extent either approach is taken, the impact aid formula would be an inducement for the achievement of intra-state equalization of finance.

A third alternative which could be employed would be to permit the locality to apply for federal payments based on its local tax rate and applied to federal property. Just as in the case of the other alternatives which I have discussed, an affirmance of the *Rodriguez* decision would not cause inequitable benefits to inure to wealthy, heavily impacted districts, since funds would have to be remitted to the state level. While this approach should be a positive inducement for the states to equalize their systems of school finance, a wealth cut-off on tax payments should be imposed until they do so.

However, should this third property tax alternative be adopted, a narrow exception would have to be made for the treatment of military "B-out" children, that is, in the case where the military establishment is in a district other than the one wherein their federally connected children attend schools. While it is true that the parents of these children pay residential property taxes, they are still a cost burden to the school system. The reason is that industrial taxes—which comprise about 60 percent of all property tax payments in most districts have to be spread out to cover their educational costs, rather than being confined to upgrading the education of other district children. Furthermore, the parents of such children in most instances do not pay local sales taxes or state income taxes. Finally, the mobility of military families makes for higher administrative costs in educating their children. In recommending under this alternative that the current formula be extended to compensate for the military "B-out" situation, we would not include other "B-out" children in this narrow exception. For example, where civilians work on the base, they will be paying the state and local taxes from which their military neighbors are exempted. In addition, as residents of the state, the industrial tax base should support the education of their children as much as it would any other civilian worker.

One other point needs to be made with regard to impact aid before we turn to the question of the timing of enactment of the extension of category 3c, that is, the public housing program. In urging the extension of this category it should be stressed that the basis for making payments parallels that of the other categories both from the standpoint of philosophy and need. The federal connection arises from economic incentives for state and local authorities to take land off of the tax rolls for public housing purposes. As in the case of the other categories, the local school district, particularly if it is politically and fiscally independent, as most big city districts are, have no voice in that determination and no other means of receiving compensation. In addition to taking land off of the tax rolls, public housing induces the movement of low income persons—including their school aged children—into the cities. With the federal Supreme Court ruling of *Shapiro* v. *Thompson* and its progeny, the movement of low income families into the cities to receive this and other federally induced benefits has been made even easier.

Moving from the federal connection to the question of need, I daresay that there isn't a member of this Subcommittee who is from a state wherein there hasn't been recent evidence of fiscal big city crises which is directly related to a shrinking tax base and to the cost of providing expensive special education services and welfare benefits to the city's poor people. We are not arguing against the virtues of public housing, but just as Dr. Webb mentioned with respect to federal incentives for a local property tax break to the elderly and all poor people, public elementary and secondary education should not be relegated to such a low priority, that, in effect, it pays the price for these programs. (Appendix II of our written statement sets forth a detailed rationale for NSBA's support of the program).

At this point, Mr. Chairman, I would like to turn to the crucial need for properly timing the enactment of the extension amendments which finally evolves from your work.

TIMING OF ENACTMENT

Repeatedly, local school boards have received criticism from the national level and their local constituencies that they are not operating federal programs effectively. To a great extent this problem can be traced to a federal appropriations process which does not commit federal funds until after school board budgets are submitted, as required by state law. In fact, usually such funds are not committed well after the commencement of the school year for which they were intended to be spent.

Accordingly, we are pleased that Title III of H.R. 69 would authorize the Commissioner of Education to study the problems of late funding and to make recommendations thereupon within one year. However, we would urge that the period for completing such study should be shortened to ensure that funds can be appropriated in a timely manner for FY 1976 or earlier.

Of course we are more immediately concerned that extending legislation be enacted in a timely manner in order to prevent delays in the FY 1975 appropriations process. Although Mr. Resnick in his January 31 presentation before this Subcommittee developed this point in depth, the basic point is so important it should be stressed again today. Last year, when the Appropriations Committee considered the Labor/HEW bill, it refused to include funding for those higher education programs whose extension was then pending. This suggests that the Appropriations Committee may not be inclined to move ahead with funding for elementary and secondary programs in FY 1975 until the extension amendments are enacted. Given the local school board budgetary time frame, we would hope that the Appropriations Committee will take up our bill in January—which means that the authorizing bill should be enacted prior to the New Year. In this regard, should deliberations on the substantive revisions of one or two programs—including Title I and Impact Aid—threaten appropriations delays for all programs, we would prefer a mere extension of those programs for FY 1975 and seek the substantive revisions at a later date.

NATIONAL ADVISORY COMMITTEE

Earlier in my statement reference was made to our specific concern that a local school board member was not included in the state advisory council in the special revenue sharing bill which was introduced in the last Congress. Unfortunately, this commission is but a manifestation of a larger concern which we have that school board seats are not being required on advisory councils in general—particularly at the national level. It is interesting to note that in justifying civic and association representation being locked into the composition of the Emergency School Aid Community Advisory Councils, the Administration stated that, in the absence of such seats, the council may not be as representative of the interested parties or as competent as it should be. It would appear that this justification would be no less applicable to national advisory councils. Accordingly, we urge that all national councils contain a seat or seats for each major education interest and that appointments to such seats be made from a slate of names submitted by the respective national associations representing those interests. This suggestion is not new to federal legislation. The proposed legislation to extend legal services to the poor had a requirement that a certain number of members of its board had to be selected from a panel of names suggested by the American Bar Association.

CONCLUSION

To recapitulate, the National School Boards Association urges the Subcommittee to review the federal commitment to education in light of the economic requirements for an equal national opportunity for a quality educational experience. We also urge that those programs which are extended or newly written into law be crafted with the administrative problems raised by Mrs. Hutto, Mr. Gee, and Mr. Wallace in mind.

In addressing these concerns the National School Boards Association supports greater program flexibility and a reduction in administrative overhead through both legislative consolidation and the easing of regulatory restrictions. However, we would only be prepared to support special revenue sharing if the conditions underscored on page four of my statement were met. We also urge further study and revision of the Title I and Impact Aid formulae, the extension of the public housing provisions of the latter program, and the enactment of whatever legislation does evolve within a time frame which will not delay the FY 1975 appropriations process.

Mr. Chairman, this concludes the presentation of our written remarks. We wish to thank you and the members of the Subcommittee for this opportunity to present our views.

Appendix I

Due to the close timing between the introduction of H.R. 5163 and the preparation of this testimony, the following are only cursory comments. A more detailed analysis will be made at a later time.

1. Section 111 of the bill sets forth various conditions for membership on the National Commission on Educational Disadvantage. There is not any requirement that at least a portion of such commission should consist of persons who represent the major education interests. NSBA believes that such persons would make the commission more representative and competent. NSBA further believes that when including such persons they should be appointed from a slate of names submitted by the national association representing each interest.

2. If, pursuant to Section 122, each state defines "educationally disadvantaged", it would appear that there would then be varying bases for making payments, even though the national commission could presumably reject definitions which would result in excessive payments.

3. Section 122(a)(5) provides that the Commissioner may require "such other reports as may be reasonably necessary . . . to perform his duties. . . ." Given NSBA's concern that such discretionary language is being too broadly interpreted by the Administration, greater delineation would be needed as to what kind of enforcement, accounting, and reports are intended. In this connection, greater clarification of the definition of the Commissioner's duties as "including the enforcement of such procedures as may be necessary should be included within the statute or committee record.

4. Section 131(a)(1) provides that the local agency may only receive a grant which is approved by the state agency. NSBA strongly objects to this requirement since it takes basic Title I decision-making away from the local officials, who are both responsible for the operation of the program as well as being closest to the community which is to be served by it.

5. Section 131(a)(3) provides that not less than 85 percent of the local grant may be used for reading and mathematics. Greater clarification should be provided as to the educational basis for setting that expenditure limit at 85 percent.

6. Section 131(a)(4) provides that "If school officials provide satisfactory evidence of the inability a failure of parents or guardians to cooperate in such a program, the parental advisory committee established pursuant to this subsection shall be designated to act in the place of the parent or guardian of any such child." Greater clarification should be provided as to the extent and the circumstances that parental discretion can be overridden.

7. Section 131(a)(7) provides that if there aren't sufficient funds for all programs, those children in the highest concentration schools should be serviced first. If a disadvantaged child who is exposed to a relatively better educated peer group, is defined as *equally* disadvantaged as a child who is not, then it would appear that the former is in need of service at least as much as the latter. While concentrations should be required in terms of economies of scales, they should not play a part in determining in which priority children should be serviced.

8. Section 132(a) provides that non-public school participation would include minor remodeling and equipment—which is further defined pursuant to Section 146. The question is raised whether these items are consistent with recent Supreme Court rulings prohibiting institutional aid to religious schools.

9. Section 132(b) provides that the Commissioner shall require equal expenditures for non-public school schoolchildren after considering the needs of such children. In this regard, there should be protection against the development of a double standard whereby a diffrent definition (hence priority of service) of educationally disadvantaged would be applied to non-public school children than to public school children.

10. Section 141(c)(2) provides a maintenance of effort provision which has

the effect of forcing localities to raise their effort (if they want assistance) if the state level reduces its effort. To the extent that a poorer district cannot do this, it would be faced with a double cut, that is, less state funding and no Title I money.

11. Section 142 provides that, in the absence of sufficient funding, the states could shift payments from one district to a needier district. While there is no quarrel with the basic intent of this provision, there should be provisions permitting local agencies to appeal such shifts to HEW, as well as to examine the records of any other school district in order to determine whether it is being treated equitably.

12. Section 145 grants the right of judicial review to any state which is dissatisfied with respect to the fiscal action of the Commissioner concerning its application. This right should be extended to include interested local school districts.

13. The record should be made clear that the terms "current expenditures" and "average per pupil expenditure" are not intended to include impact aid payments in the computation of state and local maintenance of effort.

14. Another problem which may arise is whether HEW will have sufficient time to gear-up the program between the date of enactment and the commencement of FY 1976. In this regard, consideration for the local budgetary process makes a case for such gearing-up to occur early in the calendar year—so at least at various appropriations levels, local districts can have some idea at what their grant may be. If timing is a problem, perhaps a one year extension of the existing Title I format—hence permitting more gear-up time—would be preferable.

Appendix II

EDUCATION ASSISTANCE FOR CHILDREN IN PUBLIC HOUSING
(CATEGORY C OF AID TO FEDERALLY AFFECTED AREAS)

This new category, which the Congress authorized under P. L. 91-230, would compensate school districts for the special economic burden of educating public school children who reside in low-rent public housing units.

As under the other impact aid categories, when the federal government encourages public construction, the land involved becomes tax exempt. In all cases, there is no decision-making power vested in the school district to reject the federal program. Hence, this special economic burden is the involuntary loss of school revenues because a federally sponsored program has taken land off the tax rolls.

About one half of the cost of public school education is funded by local property taxes. Therefore, at an average national per pupil expenditure rate which now exceeds $900, with each *new* public housing student, school districts must raise $450 from other sources in order to maintain a per pupil expenditure for all students in the district at the national average. And, as we well know, the economic situation is such that school districts can no longer raise taxes to offset the shrinkage to their tax bases caused by the addition to each public housing unit.

Several years ago, the United States Office of Education commissioned the Battelle Memorial Institute to study impact aid. While the Battelle Report is against the impact aid approach to funding education as a matter of policy, as economists, their researchers did reluctantly concede that the impact of public housing was approximately $100 per pupil.

However, since this study was done by economists not familiar with educational problems, this figure only considers the economic burden of slum residents shifting into public housing. It does not take into account the fact that people may be drawn into the district by public housing. For those people who are, the economic impact of educating their children which is attributable to public housing is the full $450 since the district would not have been responsible for educating these children in the first place. Battelle excludes these children because of public housing residency laws. However, this ignores all cases where there are no residency laws; assumes that potential public housing residents know of such law; that of those who do, they would still not move in the district with the goal of meeting the residency requirements; and the recent line of Supreme Court cases flowing from *Shapiro* v. *Thompson* which struck down residency requirements as a condition for receiving welfare payments. It should be noted that in educating a new resident, the school districts may have to drain more than $450 from its general education revenues if it provides supplemental programs and life support services such as health, food and clothing programs.

Secondly, this figure does not take into account revenues lost from alternate land use by private industry (and indirect revenues flowing therefrom) in cases where industry has no other realistic site on which it can locate within the district.

Thirdly, the Battelle figure must be compounded by several years of deep inflation which occurred since the time when that study was made.

This is not only a big city program. Over three thousand communities in all fifty states have public housing. Reports on the 1970 census would indicate that suburban public housing will continue to expand during this decade. Given some 822,000 housing units under management and an average of 1.65 children per unit, there were approximately 1.35 million school children residing in public housing units two years ago. This figure is probably over two million this year.

THE NATIONAL SCHOOL BOARDS ASSOCIATION, REPRESENTED BY A PANEL CONSISTING OF: HAROLD V. WEBB, EXECUTIVE DIRECTOR; AUGUST W. STEINHILBER, DIRECTOR, FEDERAL AND CONGRESSIONAL RELATIONS; CAROLYN HUTTO, LOUISVILLE, KY.; ARNOLD WALLACE, PENNSAUKEN TOWNSHIP, N.J.; AND MERRILL GEE, POCATELLO, IDAHO

Mr. Webb. We are delighted to be here. Mr. Chairman, I am Harold B. Webb, executive director of the National School Boards Association. I am, or will be in a moment, accompanied by local school board members, Mrs. Carolyn Hutto, Louisville, Mr. Merrill Gee, Pocatello, Idaho, and Mr. Arnold Wallace, Pennsauken Township, N.J., and Mr. August W. Steinhilber, director, Federal and Congressional Relations.

The National School Boards Association is the only major organization representing school board members, who are in some areas called school trustees or school committeemen. Throughout the Nation approximately 84,000 of these individuals are association members and these people in turn are responsible for the education of more than 95 percent of all of the Nation's public school children.

Currently marking its third year of service, NSBA is a federation of State School Board Associations, with direct local school board affiliates constituted to strengthen local aid to education and work for improvement. Most of these school board members, like yourselves, are elected public officials.

Accordingly, they are politically accountable to their constituents for both educational policy, physical management, and the educational productivity of the schools. As lay unsalaried individuals, school board members are in a rather unique position of being able to judge legislative programs purely from the standpoint of public education without consideration to a professional vested interest.

In so doing, last April at its national convention, the membership of the Nation School Boards Association expressed its views on the Federal role in education by adopting the following resolution and I quote:

> The increased mobility of our population and the increased dependency upon education for national success and progress demand that the source of revenue supporting public education be more broadly based.

Therefore, specific Federal legislative proposals should recognize, (A) a critical need to increase significantly the level of funding of public education through general aid, (B) the value of supplemental categorical programs that speak to legislate areas of unique Federal responsibility and overriding problems of national concern.

(C) The need to distribute funds on an equitable basis with primary responsibility for expenditure determination to rest with local school districts. (D) That procedure should be developed by state and local school districts to insure accountability and effective use of Federal money to improve the educational results of all children.

With your permission, Mr. Chairman, I would like to proceed by first presenting an overview of school finance and to particularly focus upon the need to develop a Federal general aid program.

Mrs. Carolyn Hutto, Mr. Merrill Gee, and Mr. Arnold Wallace will then follow with a review of the basic pitfalls and strength of the existing programs from the local school board perspective.

Mr. Steinhilber will then conclude our formal presentation with an analysis of how your existing legislation and the proposed amendments and other alternatives thereto can be effected to avoid pitfalls and advance the strength.

Turning to school finance and the scope of Federal aid to education, I will not belabor the point which other witnesses have already made before this committee with regard to the value of education in our society, the big city crisis, or list those experts who say more education dollars do make a difference.

Rather, I will limit my discussion to the budgetary realities which are associated with equal educational oportunity. Might I add that for nearly 10 years, the NSBA has championed the cause of general aid to education.

Several years ago, we urged that through a combination of Federal, State, and local resources, each school district be guaranteed a $1,200 per student expenditure rate, a figure now increased by inflation and other need factors.

Recently, we have called upon the Federal Government to supply between one-third and 40 percent of the cost of public education. This statement will provide the factual data to support our position, past and present.

My statement will be presented in four parts. One, the economics of equalizing intrastate expenditure disparities, two, the economics of equalizing interstate expenditure disparities, three, the economics of providing appropriate tax relief to the poor and elderly, four, the economics of recognizing special student needs.

First, equalizing intrastate expenditure disparities: Assuming that the States as matter of law or at least hopefully as a matter of policy, will soon be establishing systems of finance which comport total equations presented in the *Rodriguez* case, a difficult choice will be presented.

Either the States will have to shift existing funds so that all schools will be funded at the current mean expenditure level, that is, the State average, or new funds will be infused into the system in order to level up the substandard and mediocre schools to the levels of the better schools.

Under pressures of the more affluent school districts, wishing to maintain their excellence, it can be expected that a certain amount of leveling up will occur. The question presented is, how much will it cost?

In examining this very question, the President's Commission on School Finance found, for example, that if the States wanted to achieve a statewide per pupil expenditure rate equal to their current 80 to 90 percentile levels, that nationally leveling up to these percentiles would cost the States $4.3 billion and $6.9 billion respectively.

Indeed, even leveling up to 50 percentile level would cost $1.6 billion nationally. In attempting to determine whether the States could afford the cost of leveling up to a politically acceptable standard, the Advisory Commission on Intergovernmental Relations concluded that the State's $1.7 billion share of general revenue sharing, the money freed up by Federal welfare assumption, and drawing upon the States untapped tax capacity, Federal assistance would not be needed.

Mr. Chairman, there is a difference between theory and practice. Many Governors are under pressure to use revenue sharing to relieve taxes, especially since that program was hailed in part as a tax relief measure.

The Governors are also using those funds to substitute for cuts in Federal categorical programs and to meet other obligations which would have been funded from HEW's social services program before expenditure restrictions were applied.

Other Governors, including Kentucky's Governor Ford, are in our view wisely refusing to release Federal revenue sharing funds until a final assessment can be made of all Federal cuts.

The point is, general revenue sharing is not providing the States with new resources which can be applied to the cost of leveling up education expenditures.

As to the freeing up effect of Federal welfare assumption, that $1.6 billion program is yet to be enacted. Before turning to the question of the extent to which the States have the ability to use untapped tax capacity to level up interdistrict educational expenditures, perhaps that term should be explained.

As used by ACIR, untapped tax capacity is most stringently defined as those funds which a State can raise to equal the effort of the Nation's highest tax effort State and is least stringently defined as those funds which a State can raise to equal the effort of the highest tax effort State in its region.

While we believe that the basis for even the least stringent definition is unrealistic, both politically and in terms of interstate competition it provides a good starting off point to determine to what extent state and local units can afford to level up their education expenditures.

If a State were to seek to level up to the 80 or 90 percentile, then, on a national basis, the States would have to draw upon 13 percent to 21 percent, respectively, of their untapped capacity, and 26 percent to 41 percent under the more realistic least stringent definition.

Given this fact, we believe that the voters, without passing on the merits of education, would tend to defeat a single purpose tax of these magnitudes on simply budgetary grounds.

In some States like Minnesota the cost of the leveling up to the

90th percentile would be extremely difficult since under the most stringent test it would have to draw upon 40 percent of its untapped tax capacity. Moreover, under the least stringent test it would have to draw upon 100 percent since it's the highest effort State in its region.

Similarly, since New York is the highest effort State in the Nation, it would require 100 percent of that State's untapped tax capacity just to achieve any increases in its education expenditures.

In light of the foregoing we believe that the States can not raise between $4.3 billion to $6.9 billion to level up to the 80th to 90th percentile range. To the extent that they cannot, the dichotomy between rich school-poor school will be replaced by mediocrity in all districts.

But before we suggest how much the States can raise, I would like to turn to the economics of those other factors which comprise a quality equal educational opportunity.

THE ECONOMICS OF INTERSTATE DISPARITIES

Mr. Chairman, to date the breadth of the interstate disparity of educational expenditures has not attracted as much attention as it should have because of even wider disparities within the States.

However, assuming that the *Rodriguez* decision is upheld—or its policy followed by the States—then, in the absence of Federal involvement, equal educational opportunity will be a right confided within each State rather than to the Nation as a whole.

With your permission, Mr. Chairman, I would like to draw upon a few figures to demonstrate the magnitude of interstate inequities.

During the 1973 school year, the range of per pupil current expenditures will probably vary from $590 to some $1,584, with an average expenditure of about $1,034. To draw this range into a better statistical perspective, we find that 15 States are spending over $1,100 and 20 States are under $900.

That is, 35 States vary from the average expenditure rate by at least 10 percent with the higher-end States exceeding the lower-end States from about 20 percent to 270 percent. Although arguments are made about regional variations in the cost of living and that dollars are not perfectly correlated to education, we are hard pressed to believe that two children of average ability would receive the same educational opportunity and educational experience even though one has, say, $500 more in textbooks, equipment, and instructional services behind him than the other.

While the case for equalizing education expenditures can be dramatically made by stating that expenditures in the top 10 States exceed that of the bottom 10 by 81 percent, there are even more subtle economic statistics which makes a case for interstate equity—even within the top expenditure States.

For example, Minnesota ranks 11th in per pupil expenditures, 10th in terms of expenditures as a percentage of personal income, yet it ranks 28th in personal income and 42nd in untapped tax capacity. That is, the totality of Minnesota's governmental services as a function of total resources, and education expenditures in particular, is so high that compared to other States it ranks near the bottom in terms of its ability to tap new resources for an expansion of services.

Mr. **Quie.** Mr. Chairman, could I ask the witness what you mean by untapped tax resources?

Mr. **Webb.** These are the resources that I described by the definition I was giving, I believe, before you came in, Mr. Congressman.

Mr. **Steinhilber.** Basically what we are referring to is the ACIR study request by the President who wanted information on the value added tax and the needs of States. ACIR found that there were certain tax bases we are not taxed to the fullest capacity and they referred to a range of personal property, real property, and State income taxes.

So the references are really back to the ACIR study wherein it refers to the untapped base and how much of an untapped base existed in each of the States.

Mr. **Quie.** So there is a uniform amount of property tax that should be levied and if you are below that, you have untapped resources there.

There is a certain amount of income tax that should be levied in a State and if you are below that, those two added together are untapped.

Mr. **Webb.** These are rated both within the region and as compared to the Nation as a whole.

Although we are not aware of a detailed study on this point, we can estimate that after each State internally levels up to 90 percentile the cost of leveling up all of the States to resulting 90 percentile would be an astounding $21 billion. This figure was derived by first excluding excess expenditures on the educationally disadvantaged and handicapped. It does not take into account a relatively minor adjustment for cost of living.

In other words, Mr. Chairman, if equal quality educational opportunity can be defined as a national educational expenditure rate equal to the current 90 percentile level, then Government sources may have to raise as much as $28 billion plus $21 billion for interstate leveling up.

However, this figure does not significantly accommodate for the needs of special categorical children which I should like to briefly describe.

Mr. **Quie.** Could I ask another question? Is that $7 billion a total of the untapped tax resources?

Mr. **Webb.** That would be the costs for leveling up to the 80 or 90 percentile within the State of the districts within the States.

Mr. **Quie.** It would take $7 billion, so that every district is level intrastate.

Chairman **Perkins.** He is talking about Federal tax money.

Mr. **Quie.** I know $21 billion is Federal tax money and $7 billion is State tax money. How much untapped tax resources is there out in the states?

Mr. **Steinhilber.** There are certain States such as New York and Wisconsin wherein the untapped tax basis is already exhausted and there are a number of States where there is a huge amount.

Mr. **Quie.** Have you totaled them all?

Mr. **Steinhilber.** There are references in our statement to it. If you would like a State by State statement on that, we can supply it for the record.

Mr. QUIE. If you would supply that for the record.

Chairman PERKINS. Yes; you may supply that for the record and make it a part of your statement in the next few days.

[The information referred to follows:]

TABLE 7.—LEVELING-UP COSTS AS PERCENTAGES OF UNTAPPED TAX CAPACITY COMPUTED ON A NATIONAL BASIS (MOST STRINGENT TEST)

[Dollar amounts in millions]

State and region	Untapped tax capacity (most stringent capacity test)	Leveling-up cost at selected per pupil expenditure percentiles as a percent of untapped capacity				
		90th	80th	70th	60th	50th
United States	$33,825.6	20.5	12.8	9.2	6.8	4.9
New England:						
Maine	94.4	27.6	20.4	13.1	9.7	7.3
New Hampshire	219.2	8.8	6.0	4.2	2.3	1.6
Vermont	18.1	133.1	87.8	77.3	55.2	34.2
Massachusetts	478.6	54.3	29.0	17.1	13.2	11.2
Rhode Island	105.8	45.6	18.6	14.5	9.7	5.9
Connecticut	625.9	22.4	15.1	11.5	6.8	4.6
Mideast:						
New York		(1)	(1)	(1)	(1)	(1)
New Jersey	1,332.4	23.8	14.2	9.5	6.5	4.3
Pennsylvania	1,620.9	31.1	24.3	13.0	8.5	5.0
Delaware	137.7	23.7	5.7	4.2	2.3	1.2
Maryland	414.2	45.6	8.1	8.1	7.0	4.4
Great Lakes:						
Michigan	1,692.2	21.5	12.7	8.9	7.9	6.4
Ohio	2,601.2	19.9	11.2	8.1	6.2	3.8
Indiana	1,092.2	11.8	8.3	7.8	5.4	3.9
Illinois	1,895.5	24.1	18.1	18.1	12.3	6.7
Wisconsin	73.4	138.0	91.7	59.4	38.3	38.3
Plains:						
Minnesota	455.6	26.5	19.2	14.8	9.2	6.5
Iowa	415.0	22.7	11.6	8.7	7.2	4.0
Missouri	1,050.6	11.6	11.5	7.0	5.4	3.5
North Dakota	106.2	18.5	15.3	9.0	6.3	5.7
South Dakota	88.9	25.2	14.1	7.9	4.2	4.2
Nebraska	364.8	14.7	6.3	4.0	3.7	3.0
Kansas	531.0	14.3	5.8	3.8	2.8	2.8
Southeast:						
Virginia	854.2	17.0	17.0	9.2	6.0	3.2
West Virginia	260.2	12.8	7.1	5.3	4.9	2.9
Kentucky	599.3	10.5	10.5	6.0	2.9	2.0
Tennessee	789.3	12.5	9.2	7.8	5.0	2.4
North Carolina	890.8	10.7	5.6	4.8	4.0	2.8
South Carolina	341.8	9.1	6.4	4.9	2.5	2.4
Georgia	885.1	20.0	7.4	3.5	3.3	2.4
Florida	1,889.4	6.8	6.8	4.9	2.7	2.2
Alabama	604.9	7.3	4.2	3.3	2.5	1.2
Mississippi	262.7	17.4	15.1	9.6	7.4	5.2
Louisiana	859.4	7.0	3.9	2.6	1.9	1.8
Arkansas	442.0	9.3	5.1	4.1	3.3	2.1
Southwest:						
Oklahoma	767.7	8.1	5.4	3.6	2.1	1.3
Texas	3,089.8	9.5	5.5	3.7	2.4	1.9
New Mexico	194.3	13.3	7.9	3.0	1.7	.5
Arizona	272.6	35.6	25.6	16.5	7.7	6.2
Rocky Mountain:						
Montana	135.4	50.5	28.8	16.8	14.9	8.7
Idaho	138.6	26.1	11.6	11.6	7.9	4.4
Wyoming	123.0	23.7	14.2	7.6	3.7	1.2
Colorado	393.7	18.5	18.5	12.7	5.4	4.7
Utah	123.0	10.5	7.5	5.5	1.4	1.1
Far West:						
Washington	692.4	17.4	13.1	9.1	7.5	5.1
Oregon	424.9	14.6	8.9	5.[illegible]	4.4	4.4
Nevada	230.8	3.6	.6	.6	(2)	(2)
California	3,072.5	26.6	14.8	8.7	7.2	6.1
Alaska	604.9	7.3	4.2	3.3	2.5	1.2
Hawaii	27.8	(3)	(3)	(3)	(3)	(3)

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[1] New York is defined as having no untapped tax capacity.

[2] Less than 0.05 percent.

[3] Hawaii's single State school system precludes "wealth-based" per pupil expenditure deffirentials.

Source: ACIR staff—for additional information see text.

TABLE 8.—LEVELING-UP COSTS AS PERCENTAGES OF UNTAPPED TAX CAPACITY ON A REGIONAL BASIS (LEAST STRINGENT TEST)

[Dollar amounts in millions]

State and region	Untapped tax capacity (least stringent capacity test)	Leveling-up cost at selected per pupil expenditure percentiles as a percent of untapped capacity				
		Percentiles				
		90th	80th	70th	60th	50th
United States	$16,837.0	41.2	25.7	18.4	13.6	9.9
New England:						
Maine	56.7	46.0	34.0	21.9	16.2	12.2
New Hampshire	182.1	10.6	7.2	5.1	2.8	2.0
Vermont		(1)	(1)	(1)	(1)	(1)
Massachusetts	214.3	121.3	64.9	38.2	29.5	25.0
Rhode Island	66.4	72.6	29.7	23.2	13.9	9.3
Connecticut	458.4	30.7	20.6	15.7	9.3	6.3
Mideast:						
New York		(1)	(1)	(1)	(1)	(1)
New Jersey	1,332.4	23.8	14.2	9.5	6.5	4.3
Pennsylvania	1,620.9	31.1	24.3	13.0	8.5	5.0
Delaware	137.7	23.7	5.7	4.2	2.3	1.2
Maryland	414.2	45.5	8.1	8.1	7.0	4.4
Great Lakes:						
Michigan	1,511.0	24.1	14.3	9.9	8.8	7.2
Ohio	2,403.5	21.6	12.1	8.8	6.7	4.1
Indiana	999.1	12.9	9.1	8.5	5.9	4.3
Illinois	1,664.7	27.4	20.6	20.6	14.0	7.6
Wisconsin		(1)	(1)	(1)	(1)	(1)
Plains:						
Minnesota		(1)	(1)	(1)	(1)	(1)
Iowa	63.8	147.5	75.7	56.9	46.6	25.7
Missouri	485.0	25.1	24.9	15.1	11.6	7.6
North Dakota	34.1	57.8	47.8	28.2	19.6	17.9
South Dakota	13.4	167.2	93.3	52.2	27.6	27.6
Nebraska	161.6	33.3	14.2	9.1	8.4	6.5
Kansas	228.7	33.3	13.4	8.8	6.4	6.4
Southeast:						
Virginia	157.0	92.4	92.4	50.3	32.7	17.6
West Virginia	35.4	93.8	52.5	39.3	36.2	16.7
Kentucky	152.2	41.3	41.3	23.7	11.4	8.0
Tennessee	249.6	39.6	29.2	24.8	15.9	7.7
North Carolina	183.5	51.8	27.4	23.5	19.3	13.8
South Carolina	40.6	76.8	54.2	41.6	21.2	20.4
Georgia	222.1	79.5	29.6	14.0	13.0	9.4
Florida	674.3	19.0	19.0	13.7	7.7	6.2
Alabama	176.7	25.1	14.3	11.4	8.4	4.0
Mississippi		(1)	(1)	(1)	(1)	(1)
Louisiana	268.2	22.4	12.3	8.3	6.1	5.7
Arkansas	176.9	23.2	12.7	10.2	8.3	5.2
Southwest:						
Oklahoma	355.6	17.4	11.6	7.8	4.8	4.7
Texas	1,327.4	22.2	12.7	8.5	5.5	4.3
New Mexico	45.6	58.6	33.8	12.7	7.2	2.4
Arizona		(1)	(1)	(1)	(1)	(1)
Rocky Mountain:						
Montana	38.0	180.0	102.6	60.0	53.2	31.1
Idaho	47.2	76.7	34.1	34.1	23.3	12.9
Wyoming	59.8	48.8	29.3	15.7	7.5	2.5
Colorado	81.8	89.1	89.1	61.2	25.9	22.7
Utah		(1)	(1)	(1)	(1)	(1)
Far West:						
Washington	217.5	55.5	41.8	30.3	24.0	16.3
Oregon	153.0	40.5	24.8	14.8	12.1	12.1
Nevada	126.6	6.6	1.1	1.1	.1	.1
California		(1)	(1)	(1)	(1)	(1)
Alaska		(1)	(1)	(1)	(1)	(1)
Hawaii		(1)	(1)	(1)	(1)	(1)

[1] New York is defined as having no untapped tax capacity.

Source: ACIR Staff—for additional information see text.

Mr. **Webb**. What we are trying to present is a realistic picture of what we are talking about if we are going to go this route of general aid.

I mentioned the fact that we need to talk a moment about special categorical children and part of the reason why many of the Nation's school systems are suffering financially despite increases in per pupil expenditure and modest phase II salary raises that growing recognition is being accorded to the Nation's high cost special categorical children.

Indeed that recognition may soon become legal reality as handicapped and bilingual children now have court cases pending which contend that by not being provided adequate special services programs, they are being denied equal protection.

If State and local educational agencies are going to meet these needs again, the question raised is how much will it cost? There are about 7 million handicapped children for whom State and local governments spend $2.3 billion which is about $1 billion more than they did in the 1969 school year.

In a 1972 Office of Education sponsored publication of the Council for Exceptional Children, it was projected that the cost of fully servicing the Nation's handicapped children would cost $7 billion by 1980. When Senator Williams introduced S. 68 this last January, he referred to studies which estimate the cost of current unmet needs for handicapped to be at least $3 billion. This we believe is a very conservative estimate.

There are about 3 million children, exclusive of those speaking dialects, whose home language is either totally or predominantly other than English.

Although figures are not available as to how many of these children would need bilingual instruction in order to have a meaningful education experience, we would assume that the number far exceeds the 100,000 or so who are currently involved in bilingual programs.

Certainly the cost of fully servicing this area would involve several hundred million dollars of new funds. Similarly there are 6 million culturally disadvantaged children who are receiving Federal aid and probably about another 4 million who are not.

The administration has stated that with special service programs costing a minimum of $300 per pupil, these children on the average should begin to make successful progress. However various studies including the President's Commission on School Finance and the Riles Report have stated that at least $500 per pupil would be needed to achieve substantial success.

And interpolation of the weighted ratios recommended by the National Education Finance Project suggest that $600 per pupil would be the appropriate expenditure level.

Accordingly it could be estimated that it would cost $3 billion to begin to make progress with these children and at least $5 billion to achieve substantial success.

Figures on local contribution to programs for disadvantaged and nonexistent and State figures are sketchy. Given a Federal and State contribution of under $2 billion, expenditures of at least $3 billion over current levels would be needed, less whatever local contributions are currently being made, probably under $100 million, to achieve significant success with these children.

Mr. Chairman, in speaking of equalizing educational expenditures and providing for special services and needs, we could say that a quality, equal, and meaningful education for all children would cost

$34 billion in additional revenue—that is $28 billion for leveling up to 90 percentile plus $6 billion for special education.

Before we can state this amount as target figure consideration must be given to the question of local property tax relief.

On various occasions over the last 2 years the President has stated that his desire to relieve the elderly from excessive prompt tax burdens in addition members of Congress have been making similar appeals for the poor and although a specific plan has not yet emerged it can be assumed that property tax relief program would probably evolve in so-called circuit breaker format rather than as Federal income tax credit—that is a State would levy a lower property tax rate against the elderly and poor people in certain income brackets rather than the rate it charged to the rest of the population.

In return the State would receive a Federal incentive grant. Again the Advisory Commission on Intergovernmental Relations found if elderly people with incomes less than $15,000 per year were limited to local property tax payments of 6 percent of household income, which is rather modest since, nationally, taxes absorb 4.6 of personal income, the total cost would be $1 billion per annum.

An extension of that limitation to the Nation's nonelderly, poor, and moderate-income wage earners would take another $1.5 billion off the tax rolls.

However, to the extent that the Federal incentive grant does not equal $2.5 billion annually, public education would be in effect paying the price.

Another factor or an unpleasant one which continues to erode the education tax basis inflation at a very modest rate of 3 percent of the cost well over $2 billion per year at our ideal expenditure level to defray the effects of inflation.

So, Mr. Chairman, if local property tax relief for certain segments of our populace is pursued by the States with or without Federal encouragement as it probably will be, and if reality of inflation is accepted, these factors could be expected to cost the $4.5 billion.

When added to the $34 billion needed to level up expenditures to 90 percentile level, we can conclude that equal and meaningful educational expenditure would require $38.5 billion in new money.

Chairman PERKINS. Let me throw out a question to you, Dr. Webb, at this point. I agree wholeheartedly with your viewpoint that we need at least the $38 billion to do this job as it should be done.

Now, from a realistic point of view, for many years we have tried to pass a general aid bill. Back in the 81st Congress we got one through a committee and then got it reversed by 13 to 12 votes. The formula in the bill is that funds would be allocated for children between the ages of 5 and 18 and the effort that the States and local school districts were making, that more or less runs along simultaneously with the formula you suggested, the untapped resources.

And the effort, the number of children, and the per capita income, those were the factors taken into consideration on all general aid bills that we have had in the past.

But if I understand your statement, you stated that it would cost $3 billion in compensatory education funds to help educationally disadvantaged children to begin to make progress, but it would take $5 billion to help these children make real gains.

Do you agree with me, therefore, that we ought to have an appropriation of at least $3 billion for title I before we go to general aid? I am trying to peg this somewhere along the line.

Mr. **Webb**. I think what we are trying to say, Mr. Chairman, is two or three things.

Chairman **Perkins**. I would like to go to general aid today too, but what are we going to do with the disadvantaged in getting there if we don't say to the disadvantaged "We have got to protect your gains"?

That is what I am trying to get at.

Mr. **Webb**. We know there is a question of special revenue-sharing legislation that is in the wings and what we are trying to present here is pull these ideas together.

Chairman **Perkins**. I know it, but we have no new funds. We have got funds just to replace every other program in the so-called revenue-sharing package.

How are we going to protect the disadvantaged before we authorize the general program?

Mr. **Webb**. What we are trying to do is highlight the plight of the local school district because what you are saying is correct and the school boards are concerned about that and it is vital to them.

At the same time they see levies turned down by the voters because of these other programs that are being talked about or pressures that are on them or that removal or threat of reduction or prospect of removal of resources through credits to certain segments of our society.

The realities of the problem are that the school boards of the country have to operate these schools and want to meet the requirements that are being identified by society and by the Congress to meet the disadvantaged problems first as well as the other needs of all of our students.

Chairman **Perkins**. How am I going to say to my school boards, since they haven't relaized it yet, that under the President's proposals that they are going to lose more than 50 percent of their own funds in the local school districts that need it most?

How are we going to cope with this situation unless we put a floor in the legislation to protect title I funds? That is what I am asking you.

Mr. **Webb**. Mr. Chairman, I think while, as you say, you have been in favor of general aid and our association has also, I think the political realities—

Chairman **Perkins**. That is what we have to talk about, the political realities.

Mr. **Webb**. As we move toward that ideal that I am painting, we obviously are gong to have to make some guarantees so that we will not have these violent disruptions that would occur if you simply changed the formula all around and dropped the bottom out of one school district as opposed to the other.

Probably the problem is that situations are not exactly parallel in every district of every State or between States.

Chairman **Perkins**. I will yield to Mr. Quie.

Mr. **Quie**. I agree with the Chairman that we ought to fund aid for disadvantaged before we go to general aid. I think I would pick a figure higher than what you said. But I don't think you answered the question yet as to whether you think we should fund title I at $3 billion before we go to general aid?

Mr. WEBB. Obviously, the money is needed. What I hesitate to say is to say that we would say we would fund there and stop there.

I think we must make some progress. We must see progress in moving toward this concept of general aid. We must find some way to do that.

Mr. QUIE. We are not talking about stopping there. Before we start on general aid, we at least fund the $3 billion.

Mr. WEBB. I think my answer to that question is yes, we need to move in that direction for this part of the need of our youngsters and in this category.

Mr. QUIE. You estimated it would take about $7 billion to fully fund the programs for handicapped. Shouldn't we fund programs for the handicapped at some level also before we go to general aid?

Mr. WEBB. If we follow that to its logical conclusion, I suppose, we would, I fear, be right back where we fear we are going to be, and that is having a total compilation of categorical programs.

Mr. QUIE. Even the administration in its efforts to get rid of categorical programs, leaves disadvantaged as one category and handicapped as another category and vocational as another category.

So far as I am concerned, if we eliminated all categories and gave it to general aid, the ones who would suffer most would be handicapped and the second would be disadvantaged and the third would be vocational education.

For that reason I don't want to remove those categories.

Mr. WEBB. Let me clarify my point. We don't either. In fact, our position, I don't have the exact wording in front of me now, but the position of our association has been for several years in stating that we wanted to stay with the principle of moving toward general aid and basically in principle away from categorical aid, that we did recognize that there were certain recognized identifiable groups and needs of society that must be protected.

In moving toward general aid, we should reserve for those things and those areas like civil rights problems, the disadvantaged, and so forth. There should be provisions made within the concept of general aid to protect those needs that have been identified by public policy.

Mr. Chairman, I have just a few more comments to make but I would like to speak on one of the most important parts of this which has to do with the ability of the States to pay.

Having established a target figure of $38 billion in new funds, we will be needed to provide a quality education for all, the question raised is whether the States and localities have the sufficient economic where-with-all to pick up the tab.

Earlier in my statement reference was made to the concept of untapped tax capacity and as we noted the so-called economically least stringent definition of this term is that amount of funds which the States could raise if they tax at the rate of the highest State in their respective region.

The term is most stringently defined as that amount which they could raise if they tax at the rate of 16.4 percent of personal income that is the rate of the highest State in the Nation.

Assuming that either economic definition of untapped tax capacity is realistic both in terms of State and local politics as well as interstate economic competition some $17 billion to $35 billion would they or rhetorically be raised.

Since competing governmental service costs have gradually resulted in a reduction of the percentage of total State and local tax collections being used for education, it would be generous to say that the current percentage of such collections being used for education, that is, 40 percent, could be drawn from unused tax capacity.

In applying that percentage to what we would consider unrealistically stringent tax capacity, State and local sources, if hard pressed, should on a national basis be able to raise only between $7 and $14 billion of the $38 billion needed.

If it can be accepted that every State should be taxing at the rate of the highest State in the Nation on the grounds that it is also the highest per pupil expenditure rate and not increase its priorities for those other service programs, then in order for all governmental sources to provide $39 billion in new money, the Federal Government would have to pick up at least 30 percent of the total education cost.

Under the least stringent test, that is if States raise funds at effort level of the highest State in the region, the Federal share would be 38 percent of total expenditures if all educational needs are to be met.

But a more realistic appraisal of untapped tax capacity and the need to advance progressiveness of the national structure as a whole suggest that Federal share in education should be closer to 40 percent.

In conclusion, Mr. Chairman, the basic thrust of my remarks today is that if an equal quality educational opportunity which redefines the Nation's current 90 percentile level is to be achieved, if other special priority costs are to be met such as services to handicapped and educationally disadvantaged, if even modest property tax relief is to be provide and if inflation is to be accounted for, we would estimate that at least $38 billion over current expenditures would be needed.

Mr. Chairman to the extent that State and local governments cannot meet these costs, the Federal Government must step in. In this regard we believe that the Federal contribution rate to elementary and secondary education should be at least 33 percent or $30 billion, not the current 7 percent level.

Furthermore, we believe that the complexities of the problems of delivering meaningful educational services are such that these new Federal funds should be in the form of general, rather than categorical, aid.

As intrastate equalization becomes a reality, Federal money should be simply districted on a formula-entitlement basis related to each district's share of the cost-related children. That is, once the need for intrastate equalization is accounted for, school districts would count pupils under a formula which extra cost weights the higher grade levels, the educationally disadvantaged, and those children receiving vocational training, in other words, in a manner similar to State aid formula recommended by the National Education Finance Project.

If $38 billion in new education funds were forthcoming, particularly with the Federal general aid role which we now urge, American education would enter a new dimension. Whether this is the price of an ideal today or constitutional right tomorrow, it is also the equal and meaningful quality educational opportunity that all of our Nation's schoolchildren deserve.

Mr. Chairman, I wish to thank you and members of the committee for this opportunity to present the views of our association.

Chairman PERKINS. Let me thank you Dr. Webb.

I cannot refrain from stating that the National School Boards Association has come a long way since you had an outstanding legislative representative around here in Washington.

I remember back in mid-1950's we were trying to get some testimony from the National School Boards Association and they could not make up their minds whether they would support a general aid bill or not.

Mr. WEBB. I have lived through that, Mr. Chairman.

Chairman PERKINS. And having Gus around here has been most helpful in the late years. You have given us excellent testimony.

I would like to see the ideal situation roll around tomorrow but you know we have a great problem in this Congress trying not to slide backwards and we are going to do the best we can not only to hold but to go forward.

Your testimony has been helpful.

Mr. WEBB. We recognize that we stated the ideal and we felt it needed to be stated. We are also realistic and we stand to help in every way we can.

Mr. Chairman, I would like to move to another dimension of our presentation.

Mr. QUIE. Before you do that, I want to have an understanding on one set of figures you have here. On page 10 you say if the Federal Government should go to 33 percent, that would be $30 billion.

Are you saying that it will take $38 billion additional money? We are spending today $52 billion on elementary and secondary education from all sources. If we spend a total of $90 billion, one-third would be $30 billion? Is that the way you come to those figures?

Mr. STEINHILBER. Yes.

Mr. QUIE. To get the total amount of money we are spending for secondary and elementary education, I want to know how fast this has been increasing. I recall that there has been some dramatic increases in expenditures for education in recent years.

Do you know how far back it was that we spent half as much?

It has increased something like seven times since I came to Congress.

Mr. STEINHILBER. The shift in terms of increase has been at the State and local level.

Mr. WEBB. The figures for the last 2 or 3 years have been above $40 billion.

Mr. QUIE. It was not very long ago that it was less than $30 billion that was spent on education.

Mr. Webb. I think when we put these figures together we should doublecheck that.

Mr. Chairman, I would like now to call on the three local school board members who are here with us to give the committee a picture of the situation as they find it in their local school district.

I am going to call on Mrs. Carolyn Hutto, a member of the Louisville board, and immediately following that Mr. Merrill Gee from the Pocatello, Idaho, School Board, and Mr. Arnold Wallace, Pennsauken Township, N.J.

Chairman Perkins. Each one of these members have representatives here.

Mr. Quie. Mr. Chairman, I have some figures to put in the record at this time.

In 1970–71 it was $49.8 billion. In 1960–61 it was $19.4 billion. These are figures from U.S. Department of Health, Education, and Welfare. So you see in that 10 years a dramatic increases has taken place. I wanted to have those in context when I come to the questioning about the figures.

Chairman Perkins. Mr. Mazzoli.

Mr. Mazzoli. Thank you, Mr. Chairman.

I would like to welcome Dr. Webb and Gus and thank you for your testimony. I have the honor of introducing to the committee as well as to the group today Mrs. Hutto, who is on the Louisville School Board.

Of course, I have the pleasure of representing the city of Louisville in Congress.

Mrs. Hutto is a newly appointed member of the school board but she has had a long and distinguished career in education working on the neighborhood level.

I have had a chance, while we were listening to Dr. Webb, to glance over her statement. It is well done. It indicates clearly in my opinion the situation of Louisville, which is perhaps typical of the major school districts of the country, those which have urban problems and its panoply of dimension. So I would like to welcome Mrs. Hutto and to commend her statement to the attention of the committee.

Mrs. Hutto. I really did not think my hands would be shaking because I have stood in front of a lot of tougher groups than this in teaching in the inner city, but I don't suppose I have stood in front of a more awesome group and therefore I guess I am nervous.

I thought prior to giving my statement you might like a little biographical sketch of me in terms of what I represent and my validity as a spokesman for the School Board of Louisville.

I am a graduate of the Louisville public school system. I have two children in school there now in the seventh and ninth grades. I have another one to enter next year in kindergarten.

We are committed to the public school system of Louisville. I have 8 years of teaching experience, the most recent of which is in the inner city of Louisville in the spring of last year.

I feel that I represent the attitude of a segment of Louisville citizens that deeply care not only about adequate education but about quality education for all of our children.

In addition, we care intensely about the future of our cities and their quality of life. We feel that this future depends in large measure upon the effectiveness of our school systems. Therefore, I am delighted to have the opportunity to appear before this committee. I come to you representing one of America's urban school districts, Louisville, which shares most of the severe educational and social problems of our Nation's core city areas.

Louisville has undergone dramatic changes in the past few years. The national pattern of middle class white exodus is clearly evident. Louisville is surrounded by school systems which are principally middle class in their makeup, over 95 percent white and with greater financial resources.

In contrast, the Louisville City school system with some 49,000 children has the majority of black student population, a Federal poverty index of over 40 percent, a past history of decline in pupil achievement, where over 7 percent of all of the pupis are at least 2 years below the national norm in achievement level in basic skills.

The problems of student violence, vandalism, dropouts, low attendance, and community alienation from schools have increasingly plagued the Louisville School District.

Just a few years ago this bleak picture seemed to have no prospect of improvement and indeed the combination of social and economic forces which have created these conditions still seem to be taking its tole in Louisville.

However, the Federal Government's passage of the Elementary and Secondary Education Act and other programs of Federal assistance to education in the sixties began to create a new pool of resources and hope to combat the school problems of American cities, including Louisville.

My presence here today is to make two points.

First, that in Louisville the creative used of categorical Federal funds has really begun to make a difference in many ways.

I will attempt shortly to point out some of these differences.

Secondly, I am here to state that the present prospects of radical change and perhaps curtailment of these funds can create a disastrous reversal in our city's ability to adequately face up to its challenging problems.

There has been much talk nationally about the failure of educational reform efforts promoted by Federal education legislation of the Sixties. I cannot speak for the total national picture, but in Louisville we can strongly disagree about these conclusions.

Any attempts to turn about vicious negative impact of innercity school decay is bound to be difficult and time consuming.

To attack the root causes of defining educational conditions resulting from massive poverty and racial isolation is a profoundly complex undertaking and a terribly discouraging one.

Some of the strategies that have been utilized have been found to be ineffective and we have admitted this locally.

Just like the scientist in the laboratory, unsuccessful experimentations ineviably precede the learning which finally does result in success. This has been true in Louisville.

But as of March 1973 right now, it can be vertified both by hard statistical data as well as by community opinion that education in our city is on the upswing. There is absolutely no question that this has been directly due to the input of Federal resources and the creative use of these resources by school district.

I know that you know these programs and how they have been used but for the record I would like to elaborate briefly on some of them that we have found most effective.

Specifically, first, the Elementary and Secondary Education Act. This has made compensatory education in the Louisville district a reality. The title I project in Louisville places great emphasis on reading in primary grades. This added emphasis is considered absolutely essential in our efforts to combat underachievement in the city.

I will be glad to answer questions at any time for indepth or whatever you want, if I can.

Mr. Quie. I have one question.

Are you using your title I money for physical education? The amount spent for physical education is what astounded me when I was in Kentucky.

Perhaps now you have quit using it for that purpose.

Mrs. Hutto. Mr. Quie, I could not answer that specifically. In the past 3 years I have really tried to understand the workings of the Louisville Public School System. I have spent a lot of hours with staff members, and knowing the amount of Federal funds we have and knowing what is being expended in reading programs and other programs, I would say this would be expended only as it involves the total child school experience.

I would not think it had any kind of a large priority. Have I answered your question?

Mr. Quie. What I referred to, of course, was in the state. Spending title I money for physical education may not have occurred in Louisville.

Mrs. Hutto. No.

Chairman Perkins. What would happend if you lost a third of your title I funds in Louisville under the present appropriations?

Mrs. Hutto. Louisville at this moment has a school population which is 50 percent black and 40 percent poor. We have in the city still fringe middle income people. Those fringe middle income people feel that our school system is mediocre at best because of our local revenues which are inadequate.

If we lost a third of our Federal funding, I would say we would be in desperate circumstances in terms of the dimentioning of hope really for the low income people.

I have sat in on title I Advisory Committee meetings. I have been to their board meetings. I have been as school board member. We take our meetings to the local schools and in one of our areas where under title VIII we have a dropout program to combat dropouts, in all of these places I have heard the parents of these disadvantaged children saying, if we are not funded again, can you pick up these tabs and continue these programs?

And you sense in these meetings this feeling of people just sort of drawing lines and our superintendent, Newman Walker, has said no, we cannot. We cannot pick this up.

Chairman PERKINS. I would like to see us obtain authorizing legislation like I have introduced providing for general aid but at the same time giving first priority to the disadvantaged. In my judgment if we pull the rug out from under the disadvantaged and scatter the limited amount of funds that we will obtain this year from the appropriations, what would be the effect on your disadvantaged youth in Louisville? And if we fail to continue to support those gains, would we be doing the wrong thing or the right thing?

Mrs. HUTTO. I personally feel that it would be money down a rathole. The money that we have already spent would be totally lost in value because we have just begun to make a start really. We have just begun. Our test scores are just going up.

Chairman PERKINS. You feel that we should continue with the start that we have begun to make before we go to general aid?

Mrs. HUTTO. Absolutely because really it is just a start at this point.

Chairman PERKINS. Mr. Mazzoli, do you have any questions?

Mr. MAZZOLI. Not at this moment, Mr. Chairman.

Mrs. HUTTO. Under the Education Act, I would mention library resources under title II and the special education efforts under title VI, which are not enough, as well as the dropout prevention program under title VII which I mentioned.

And these are contributing to our concerted efforts.

Secondly, the Education Professions Development Act. This act has provided resources which has been of immeasurable benefit in training of our staff and we have moved rapidly toward integrated staff, both in the schools and at the central office.

The career opportunities program in particular has provided work in career opportunities in the Louisville District for many residents of the so-called target areas.

This is psychologically very important in terms of learning that takes place for their children. It would be difficult to over estimate the importance of other EPDA programs such as Teacher Corps and Urban Rural School Development program.

Three, the Vocational Educational Act. And this is perhaps the thing that Mr. Quie is interested in and is dramatically presented in Kentucky. The Vocational Educational Act has enabled the district working closely with the Kentucky Bureau of Vocational Education to increase the number of vocational educational units or classes in the district from 20 to 140 over the past 8 years, and incidentaly, we have been advised that our State Department of Education cannot pick up this.

Four, the National Defense Education Act of title III has made it possible for our district to move closer to the recommended basic equipment standards in vital curricula area.

I could really editorialize on all of these things and I am restraining myself from doing so.

Five, The Economic Opportunity Act. This act has provided support for Headstart, Follow-Through and Neighborhood Youth Corps programs which has allowed the school system to make important progress in the area of urban childhood education and has provided funds to employ many parents and young people who live in areas with a high incidence of poverty.

You all know this, you have heard it repeatedly, but I think it bears saying again.

My 4-year old goes to school and will go to school with more advantage, she has now more than many of these children will ever have, and the impact of Headstart, Follow-Through and more importantly the hope that the paraprofessional service, the inschool work that is given to the parents who reinforce all of this at home, is of invaluable good in terms of reenforcing education at the most important level, which is the preschool and primary level.

Six. The omnibus Crime Control and Safe Street Act of 1968. This act has made it possible for our district to begin afternoon and evening community school programs as well as alternative programs which are really interesting and encouraging and which are providing school activities for many students who would otherwise be institutionalized.

Now, let me go back for just a moment to the time when our problems had reached staggering proportions and were quite visible and intense and seemed really to be insoluble.

In 1970, Louisville, of all school districts in the State, had the greatest number of low income students, 34 percent with an income of $2.000 a year or less.

It had the highest number of underachievers. Seventy-one percent of our pupils were below the national average. The most number of pupils dropping out of school approximately 2,000 yearly which is the second highest rate nationally among cities.

The most delinquency referrals. Approximately 5,000. The most delinquency apprehensions, over 600. A very low attendance factor, a very large proportion of local school suspensions and a rapidly declining record at all grade level in the system.

All of these factors presented us with a dismal future for our city.

Today it can be stated with a degree of pride and some hope that the dismal future of Louisville Public School System has not materialized.

Federal resources combined with competent concerned human resources have intervened successfully to make significant alterations in the future of Louisville.

For example, I would like to submit the following information and all of our achievement is verified. I have this enormous book of verification plus a lengthy pamphlet on our Federal programs.

For the record I submit the following information to show significant improvement in Louisville.

One, attendance has increased significantly. Two, the dropout rate at junior high level, which you know is the most critical level, has decreased by 52.2 percent. Three, the delinquency referrals were refused by 39.7 percent at high school level and 30 percent at junior high school and elementary level.

Four, achievement has improved significantly. All grades achieved over the prediction in the areas of mathematics and grades 1, 2, 3, and 7 achieved over predictions in reading.

It is important to note that these examples are not isolated but permeate the entire Louisville school system. Supporting documentation of these results is readily available.

For the past 3 years the Louisville Public Schools Department of Research and Evaluation has provided U.S. Office of Education, Office of Management and Budget and Congressman Perkins and Congressman Quie with the data from our school districts.

I really think we are accountable with the use of our Federal funds.

In addition, and this is really of great significance although it is not so easily measured, great strides have been made in developing initiative and self-reliance on the part of the community.

It is no longer the case that the sophisticated middle class has only the say about schools.

We now have 30 local school boards which have been established which provide parents in the community with a means of sharing in the decisionmaking process where their schools are involved.

Volunteer and paraprofessionals who work in the schools have been given training that not only enhances their efficiency in the school setting but carries over in their role as parents and community members.

It is important and additionally enlightening to point out that these significant educational improvements have occurred in spite of the fact that: A, the poverty index has increased to 42 percent; B, the total number of unemployed in Louisville is still the highest in the State; and C, Louisville still has the greatest level of racial and economic isolation in the State.

I would like to call the committee's attention to a problem created for city schools by public housing developments. In Louisville, 10 percent of our pupil population resides in public housing and the school district receives in lieu of tax payments for these children less than $5 a child.

We strongly recommend the funding of category C public housing pupils in the Federal impact law.

I would be an unworthy advocate if I spoke only to Louisville.

In closing my plea is of course on behalf of Louisville but it is also for all of the urban innercity school districts.

It would be tragic beyond description to allow the elimination or the reduction of types of Federal funding that have been so helpful to us. Without a continuation of this kind of Federal funding, the hopeful beginnings now being made to stem the decay of big city schools will be halted in a wave of frustration and despair.

Chairman Perkins. Thank you for an excellent statement.

Mr. Mazzoli?

Mr. Mazzoli. Mr. Chairman, I appreciate your yielding. I would like to congratulate Mrs. Hutto on a fine presentation of the situation we have in Louisville. I think she has called to the attention of the committee and to the Congress today the need for continuance of these programs because, as she has indicated, the programs have just begun and we have just now seen the fruits of the many years of labor.

I have no particular questions and I want to again thank her for taking the time to join us and to also make reference to the hearings which we believe we will have in Louisville toward the end of the month at which time we are going into the situation in perhaps more detail.

Thank you.

Chairman PERKINS. Mr. Quie, any questions?

Mr. QUIE. I will wait until all of the board members have testified.

Chairman PERKINS. Mr. Hawkins.

Mr. HAWKINS. I will defer my questions.

Mr. WEBB. The next witness is Mr. Merrill Gee, Pocatello, Idaho.

Chairman PERKINS. Mr. Hansen?

Mr. HANSEN. Mr. Chairman, although I don't serve on the subcommittee, I do serve on the full committee. It is my distinct pleasure to welcome on behalf of the committee Merrill Gee from Pocatello, Idaho, which school district is located in the district that I represent in the Congress.

I might say Mr. Gee has been a long time personal friend. We have been fellow practictioners of the Bar over the years.

Mr. Gee is also emerging over the last 2 years as a recognized leader in education, not only in Idaho, but obviously from his appearance here, his leadership is well known throughout the country. It is a particular pleasure to have someone here who can confirm many of the things I have been telling the committee over the last several years about the problems of school districts in some of the more rural parts of the country and as I note from the testimony that he will present about problems that are faced by States where most of the land is owned by the Federal Government.

We have probably the most beautiful and most scenic State in the Union and all of the people remind us continuously that these are assets that are owned by all of the people of the country and that is true.

Our beautiful mountains and streams and forest belong to all of the people. They are on Federal land. We are glad to share the beauty of those resources with others but when it comes to paying the bill for operating the schools, then this very large Federal ownership creates some extreme problems of having a resource base, a tax base to operate the schools.

I am pleased to have Mr. Gee here to confirm what I have told the committee and also to point out that this is not peculiar to Idaho, but to point out the problem we are going to face increasingly as we move toward what many of us hope is the inland Federal financial support of education and the growing problem that will be imposed on school districts because of the inability to plan intelligently in advance.

As the percentage of Federal support grows, the problems of using the dollars efficiently are going to grow likewise.

I appreciate your giving me a chance to make that speech. We are delighted to have you here.

Mr. GEE. Mr. Chairman and members of the committee, Congressman Hansen has eloquently stated the summary of most things about which I was going to speak this morning.

I am an 11-year sophomore on our school board which, despite its rural characteristic, is the second largest of the State with 11,500 students, with highest tax rate practically in our State, the lowest per pupil assessed valuation, and some of the greatest problems, one of which leads us to call on behalf of our public land States for help on impact aid and for aid to education.

As Congressman Hansen has stated, Uncle Sam is the largest landholder, the greatest tax collector, and the most parsimonious tax remitter so far as schools are concerned.

We are grateful that the Congress has seen fit to set aside vast areas of our State for wilderness and primative areas, but we did not care to have schools which matched that label.

Yet, if the Federal aid to education is withdrawn as is now banned particularly with respect to impact aid and the withdrawal of significant aid to disadvantaged, our schools will drop again to a wilderness and a primative level and this certainly is not to be desired.

We would like to call attention to the fact that in the public land States at least, 874 money does not put frosting on any cake. It merely provides a small bit of leaven in an inadequate batch of sour dough.

For example, in our State, the Federal Government owns 66 percent of the land, 76 percent in our own particular district, and 95 percent in a neighboring district.

We have more Federal land in Idaho than exists in 35 of our sister States combined. And if that land paid taxes anywhere near approximating that which is assessed on privately owned property even at a rate of a quarter of that assessed against privately owned property, we could have Christmas 9 months of the year.

But we won't do it that way. We would put it in a quality education for an informed and enlightened citizenry.

From this 76 percent of federally owned land in our district, we receive in direct remuneration the handsome sum of $954 a year in forest funds and that has recently gone up from $630.

However from 874 funds we receive $207,000 which seems inconsequential to a committee that is accustomed to dealing in billions, but to us it means 25 teachers in an already overcrowded classroom situation.

Then we have the problem of the uncertainty, the fact that we are required to contract with our teachers before March 1 of each year for the ensuing year.

And so last year we did that. We held our budget hearings early. We taxed the maximum that the State would allow. Then we went to our people twice in special override elections and got from them all that we could and when we added it all up with the States share, we had approximately $430 per pupil for the operation of our schools which is considerably below the average figures that Dr. Webb has already quoted to you.

That despite the fact that Idaho has the highest personal income tax rate of any of its neighboring States and the property taxes are roughly equivalent although not nearly so oppressive as in some of our States.

Then in addition to that, we were led to believe from past experience that we could count on 874 moneys. We did count on it. We contracted under that assumption, we thought we deserved it, and now we are in a pickle.

Two-thirds of the year is gone. It is uncertain as to whether or how much money we are going to get. In a neighboring district the superintendent has informed us that he has already been forced to lay off persons who were not certificated and had to give notice that he was unable to give contract renewals to approximately 20 percent of his experienced staff who don't happen to have tenure but who have had valuable experience in the district, not long enough to achieve tenure, however.

Unless 874 funds and the other funds are fully restored as was originally appropriated by the Congress in the bill that was vetoed, many other districts are going to have to either violate teacher contracts or employee contracts or violate our State attendance law, and under our State law that automatically requires a cutoff of State funds.

So the crisis has deepened for us in that respect out our way. Our legislature had supreme faith in this committee and in Congress. They passed a resolution, a memorial addressed to the Congress, to HEW and President of the United States asking for this funding, and then they promptly proceeded to pass on to other matters.

I think they adjourned yesterday with nothing more than a good will, do well wish for the imperiled district.

Absolutely no provision was made for the lack of Federal funds. They are still hoping that they will come forth.

Some wag has remarked that he hoped the fact that we did not include Dr. Kissinger on the petition won't mean that we won't be favorably received.

Well, revenue sharing is not an answer at least at the present time because in our district, as in many others, school boards are not members of local government.

Local governments have already committed and spent their funds. The State has prompted the funds under assumption that 874 and other Federal aid programs would be funded again.

So there is nothing to be had there.

However, next year the legislature has directed that a certain proportion of State revenue sharing go into a State foundation formula.

The real problem with that is that foundation formula has such longstanding, gross inequities built into it that we are fighting it out in the courts right now. It takes very little or no account whatsoever of the needs of the disadvantaged, of the deprived, of the impact students, so that we really do not have equity, and we do not have equal protection of the law.

So that is not an answer. We are aware of the fact that there has been criticism against the 874 and we have been warned that not all of the A category students will be funded and in our State that totals 3,000 students out of 17,000 impact students.

It means that we would lose $2.8 million out of a total of $3.6 million which would leave us about $800,000 for 3,000 impact students.

We are likewise hopeful that because there happens to be a situation in Prince George's County or Montgomery County, that that is not considered typical in any sense of the word for the area in which we live and we hope that Congress and this group will not be like we have described some of the old tribes, that whenever a mother gave birth to a defective child, they promptly killed the mother and all of her offspring.

We would hate to see that kind of thing happen with our Federal aid. Just last Monday evening a delegation representing the three principal minorities who reside in our district came to a public meeting and demanded, and perhaps rightfully so, that their members be given permanent tenure and status on our staffs and that their employment be increased and that it not be on what they describe as "soft money," and half facetiously and half seriously we had to tell them that there was no such thing as "soft money" when it came to Federal funds because it was both the hardest to obtain and the hardest to retain and right now it is not only soft but so far as we are concerned it is invisible.

They were neither satisfied nor molified with our explanation and when they stalked out of the hearing room in their wake there were statements to the effect that the action at Wounded Knee would seem like spring fever in comparison.

I don't know whether there will actually be an uprising and a takeover or a seizure of the schools or government facilities, but for a group which have long felt themselves neglected or oppressed, such things are possible.

We do not want to have another instance of shattered promise with the withdrawal of these funds that have made such a noble start. We could echo everything that Mrs. Hutto has said. We are proud to say that the start that has been made, has made a great change in the three D's, drop-outs, delinquencies, and drug users. We are proud to say that under Federal auspices, we have started a program of community education which has attracted 3,000 of the parents of our district, and in large measure these are the parents of children who are disadvantaged.

Unfortunately we will not have the funds to continue that program any longer.

Mr. QUIE. What program was that?

Mr. GEE. That was a part of title III. We just had it the last 2 years. We did not get started with it as rapidly as some of the others and we did not put the money in.

Until we got an easy start 3 years ago, we built up last year and this year we are at a real crescendo.

Gentlemen of the committee, we urgently plead with you to come to our aid to fund fully all of the impact programs. We do not feel that there should be any valid distinction between 3A and 3B students. We do feel that the categorical aid to the disadvantaged and handicapped should be continued, that the start which has been auspiciously begun should not be allowed to drop. There is a legendary character out our way which was called "Partial Pete" because he never finished anything that he started.

One of the things that he did, however, that brought him undying fame, I suppose, was that he had sired a covey of kids and then one day announced to the town people that he had fed one of them breakfast and it was up to them to take care of the rest.

We hope that won't be the case with our aid to education. We would rather not have any "Partial Petes".

Chairman Perkins. Thank you very much.

Mr. Quie. Could I ask one question? How many A students do you have and how many B students do you have?

Mr. Gee. We have 3,000 A students and 14,000 B students.

Mr. Quie. How many kids do you have in your school district?

Mr. Gee. This is the total States?

Mr. Quie. I thought you said in the school district there were 11,000 kids.

Mr. Gee. That is true. Our school district has 11,500 students and on total State we have 3,000 A students, approximately 140 A students in our district and the rest are B students.

Mr. Quie. Are all of the rest of that 11,000 B students?

Mr. Gee. No, about 600.

Mr. Webb. Our third local school board member is Mr. Arnold Wallace, vice president of the board of education, Pennsauken Township, N.J.

Chairman Perkins. Mr. Forsythe?

Mr. Forsythe. Mr. Chairman, I would like to have the privilege of welcoming to this committee a man whom I have known quite a while and who represents a school district in my district, a suburban community that is right on the border of one of our depressed cities, and I am sure that his statement will also contribute very helpfully to our deliberations here this morning.

We welcome you, Mr. Wallace.

Mr. Wallace. Thank you, Mr. Forsythe.

Mr. Chairman and members of the House Committee on Education and Labor, I have come today to speak to you on the effect of proposed Federal budget for education in New Jersey in general and in six congressional districts in particular.

I would like to address the bulk of my testimony to proposed cuts in ESEA title I impact aid funds. The keystone of the administration fiscal year 1974 budget is special revenue sharing. It is a five category package that totals $2.5 million. It has assumed approximately 30 major categorical programs although it continues funding for only 12.

If the fiscal year 1974 budget for the ESEA programs is compared to that with fiscal year 1972, the last year an appropriation was made, the total outlay is reduced by $530 million.

If allocation formulas are not changed under the revenue-sharing legislation yet to be introduced, New Jersey would stand to receive the same amount of aid under title I, $52 million, and total loss of aid under SAFA, part B, of $8,800,000.

Should ERS as projected from budget figures be enacted or if the President chose to exercise impoundment under continuing resolution, New Jersey would lose funding for these major programs.

Title II, $3 million; title V, $0.8 million. SAFA part B, $8.8 million; NDEA III equipment grant, $1.3 million; LSCA library grant, $2.9 million; and career grant, $0.2 million, for a $17 million loss to the State of New Jersey.

Mr. QUIE. What was the title I figure change, did you say?

Mr. WALLACE. I did not give title I.

Mr. QUIE. You are going to get an increase of title I if we don't do anything?

Mr. WALLACE. Supposedly.

Mr. QUIE. Do you know the amount?

Mr. STEINHILBER. New Jersey will remain about the same.

Mr. QUIE. Under the 1970 census?

Mr. STEINHILBER. We are talking about allocation to New Jersey that HEW recently made based on fiscal year 1973.

Mr. QUIE. Thank you.

Mr. WALLACE. Title I funds that were intended to aid disadvantaged children have proved to be highly successful. Students who previously had difficulty in school are now succeeding in school and graduating to become productive members of society in general.

This is not to say, however, that the program is no longer necessary or that we have reached a situation where funds can be reduced. There are still thousands of school children in need of economic impetus provided by education programs through title I funds.

Given the increased cost of instructional services, administration, supplies and facilities, it is inconceivable to envision the mere maintenance of present spending levels.

Furthermore reductions as imposed by the administration are tantamount to what have proven to be successful and vital programs. There is little need to elaborate upon the success of any program that gives economically and educationally deprived children benefit of one on one ratio.

These pupils for the most part without title I would never have been able to avail themselves for such concentrated tutelage. The Federal Government has a responsibility to help those who are disadvantaged.

In order that we may help make all Americans productive, there must be an increase in appropriations for title I. Property owners and State government treasurers cannot bear the burden of continuing programs in the absence of Federal funds.

To avoid the demise of worthwhile and valuable instruction aimed at making American's future brighter, we must not allow a stagnation of title I.

Impact aid, which is divided in type A aid for children whose parents live and work on Federal installations and type B aid for children whose parents live off but work on Federal installations is particularly important to the sixth congressional district in New Jersey.

As you may know, Fort Dix is located in this area and is a large military installation. The Federal budget proposes to eliminate type B of impact aid. This drastic reduction would have an adverse effect upon the educational system in New Jersey and particularly in the sixth congressional district.

Many school districts have come to depend on this categorical aid over the past 20 years. In many instances these districts would be hard put to raise the lost funds, thereby placing basic instructional process in jeopardy.

Such districts have not been forewarned of this reduction and once again property owners will be asked to bear a heavy burden or sacrifice the education of their children.

While my particular Board of Education quite wisely does not anticipate 100 percent of its SAFA funds as receivable during the budget forecast, many school districts in the sixth congressional districts do.

It goes without saying that for these districts removal of the type B moneys would be disastrous, their reward for having placed their faith in the system.

The taxpayers in my district and throughout the State have voted down bond issues at an increasingly alarming rate.

To ask them to further extend themselves in order to close an educational gap created by administration cutbacks would be folly and futile. It is important to remember that districts containing Federal installations typically are not wealthy and those lands occupied by the installation are tax exempt.

This constitutes a real property tax loss to the community and thereby negates a disproportionate burden upon those lands which are taxable.

At the present time the sixth congressional district receives $2,433,996 in funds under part B of impact aid.

The loss of funds of this magnitude in one area could prove to be educationally disastrous.

At the very least, provision should be made for orderly reduction of the funds to avoid educational chaos and indiscriminate program elimination.

Mr. Chairman and members of the committee, I thank you for receiving my testimony.

Chairman PERKINS. You have been very helpful.

Mr. WEBB. The final member of our team is Mr. August Steinhilber of the staff and director of Congressional Federal Relations.

Mr. Steinhilber will conclude our formal presentation with analysis of how existing legislation and proposed amendments and other alternatives can be strengthened and how it can minimize the weakness.

Mr. STEINHILBER. Thank you, Mr. Chairman.

To read my 20 page statement will be cruel and unusual punishment so I will sort of excerpt and dance lightly through it and I realize the full statement is in the record for you and the staff to go through. There are certain suggestions that I am making in the statement, not only with respect to formulas but also with respect to language changes that we are making as recommendations.

Dr. Webb started out with the general statement of needs of education and we have heard of problems in particular congressional districts. So my statement is going to get down to some of the particular problems which we see with the federal programs now in existence.

I would like to speak basically to three. One is administrative complexity of current Federal programs. The question of revision of the impact aid formula and the forever plea for timely enactment and pushing again to get agreement between Authorizing and Appropriations Committee on the question of full funding and not only full funding but also forward funding.

There are nearly 200 grant programs already available for local Boards of Education. Most of these programs are relatively small and do not operate under a State plan. They are not formula entitlements.

We would suggest that the committee first look to some of these programs as a form of programs consolidation and ease of administration. While it is true that some of the larger programs might be consolidated, including the State plan programs, we are talking about the need of the smaller district and the problem they have in grantmanship and the smaller programs have probably caused more difficuly than any of the others.

The one program that is almost unbelievable in the amount of administrative red tape, the amount of regulations, guidelines, application forms, is the recently passed Public Law 92-318, the Emergency School Aid Act.

We have to work through 40 pages of regulations in the Federal Register in order to make application for this program and considering the entire law is less than 18 pages, one can begin to understand the complexity.

Not only that, but the application process is through HEW regional offices, also through the Office of Civil Rights, into Washington, and then back out through the system.

I think one could not find a program that has more tape if one tried. There has been some talk in the past of special revenue sharing.

With respect to special revenue sharing, we would say that two of the programs which really make any, if any, sense which has been suggested as a conclusion of revenue sharing, is one of title ESEA, and the second is impact aid.

If one believes in ease of administration, what can be easier than the title I formula, whether one agrees with the current formula or future formula, but the concept of counting youngsters and applying that against a set base or whatever the formula calls for, what could be easier than that? What could be easier than impact aid where here either you are being paid on one half national—State average of contribution times the number of the youngsters, and to include either of those into a program consolidation makes little philosophical sense.

Mr. Chairman, if a proposal, and we are proprogram consolidation, if a proposal were introduced that did not include title I or impact aid, and it provided a way that local districts could review how State programs are operated, we would say that the Freedom of Information Act would also apply to State plans so that local districts would know how the State was districting money, both in terms of its own application and in terms of application of sister districts.

If a combination of things which would permit ease of administration would be introduced, we would support such program consolidation.

As I said, details of that are in this statement that I have submitted. I would shift briefly to the revision of the impact aid formula. We have been forever battling this particular problem, both on the authorizing side and on the appropriations side.

Specifically the question always arises about the number of dollars that go to Montgomery County and a certain Congressman has students in Montgomery County and why should their children receive money under the impact aid formula?

Well, we have several suggestions in changing that to hopefully to change the formula in such a way that it is not a meat cleaver approach and up to now when one cuts the appropriations, one automatically cuts not only those districts which are wealthy but also those districts which are in need of impact moneys.

We have three suggestions going from a very simple one to a very complex one, going in dollars from one that will cut actual money out of impact aid to one that will probably cost more money than impact aid currently does.

The first is a two-step program. Here an amount of money equivalent to the local contribution rate would be given to the local school district for the actual dollars it is spending for impact-aid children.

A similar grant would be paid to the State and the State department of education for the amount of money that the State through State revenues pays that local district, reimbursing the State for the amount of money it pays for in terms of per pupil cost that it pays to the local district, the whole concept here being that if these are federally connected youngsters under the Soldiers and Sailors Act, they are probably nonresidents of the State and therefore a double payment and it has several-fold advantage.

One, as we move towards a greater involvement of the State in a financing of education, the amount of money going directly to the local district—speaking of the *Rodriguez* kind of situation—the amount of money going to the local district would obviously decrease.

However, the State money at the same time would be increasing. It is a slightly different philosophical base.

Mr. **Quie.** Would you use the same reasoning for civilian employees?

Mr. **Steinhilber.** No. The second one, which quite frankly we have not really embraced because it leaves us with quite a few problems, both with respect to the, well, basically with respect to the districts around Washington, D.C., has been the Broyhill approach of providing money to a district based upon the property already owned by the Federal Government.

If that were to come into fruition, we would say there would have to be some sort of a ceiling on that kind of an approach.

The third approach, which is probably the simplest to enact and to administer, would be for Congress to say for a wealthy district, and we are defining a wealthy district which is a district which has assessed valuation in the highest 20 to 25 percent in that State, for a wealthy district, that district would have to absorb an amount equivalent to 3 percent of its population or school-age population in impact youngsters.

The absorption factor has been suggested on occasion in the past. The problem with that absorption factor was that it would apply to every school district.

What we are saying is that the absorption factor would only apply to the wealthiest of districts, that they can afford to absorb the number of federally connected youngsters.

In all of these programs there is one other kind of problem with respect to the military rather than civilian employees, and that is with respect to what I call the B-out youngster.

In other words, where the school district is such that the military base is not in that school district, so with respect to the B-out youngster, we would still hope that for those youngsters who are military, they would be continued and that the mere fact that the Federal establishment did not exist in that school district but the youngsters did, that aid would be provided for those youngsters.

As I said, I went into quite a bit of detail in the statement on these three proposals and of course I will be willing to discuss them in some detail.

Once again I am going to come back to an item that Mrs. Hutto mentioned, and that is our continued support for the program that became authorized and never was funded, and I refer to section 3 of impact aid money in lieu of taxes for those youngsters who are in public housing units.

I would like now to push for early enactment of an extension of the Elementary and Secondary Education Act.

The reason we are beginning to get caught on an appropriation battle and the whole question of whether or not funds can be used wisely and whether or not the system is so devised so that we have adequate leadtime.

We are already worrying about 1975 appropriations. Why?

Because even with the automatic 1-year extension of this legislation, even with that, next January when Mr. Flood begins his hearing on the 1975 appropriation, there will be no authorizing language for that fiscal year, which means that we will probably lose time in terms that he will not take up elementary and secondary education in the regular appropriation but we will be forced into a supplemental appropriation late in the year.

The problems which we have had with respect to operating under a continuing resolution this year are legend. If we are forced again into that because of lack of authorizing legislation next year, we see another year in which programs are going to be planned with having no idea of what the Federal contribution will be.

So I urge this committee to act before we begin the budgetary cycle next January.

Chairman **Perkins**. Gus, let me assure you, Dr. Webb and all of you, that if the Chairman has his way, we are not going to fall into that trap again.

We tried desperately to have timely authorizations and appropriations for many years and if the Congress is ever going to get educated along that line, we are long overdue in that regard.

You pointed out that the Appropriations Committee usually does not appropriate funds for any law which is not authorized for that final year. You are urging the committee then to move this year in extending ESEA and impact aid.

Am I correct in that?

Mr. **Steinhilber**. That is correct.

Chairman **Perkins**. Your statement outlines several major problems with the administration's revenue-sharing bill.

Mr. **Quie**. Before you leave that point, Mr. Chairman, we have an automatic extender so we do not think that ESEA stays in effect for another year.

Chairman **Perkins**. Only until June 30 next year.

Mr. **Quie**. So this year there is no excuse for not appropriating.

Chairman **Perkins**. But it will expire next year. We want to head that off.

Well, your statement outlines several major problems with the administration's special revenue-sharing bill as introduced 2 years ago.

Do you believe that the administration's new bill will be better or worse than last year's bill? And would your organization support that bill?

Mr. **Steinhilber**. You place me in a somewhat embarrassing situation. I know the Republican staff has had briefings on the administration bill which will be introduced Monday and we have been briefed as well.

Mr. **Quie**. Thank you for that information.

Mr. **Steinhilber**. We were briefed on the bill by the Administration and I understand the Democratic side is going to be briefed today or tomorrow.

We were, in effect, told that there is an embargo on this information until a bill actually is introduced. While I will not speak to the specifics of that bill, at this particular juncture I see nothing in the proposed legislation, if it is introduced as it was given to us, which would change our position from the past bill, which NSBA opposed.

I feel somewhat restrained from making further comments because, as I said, technically the bill is not before us.

Chairman **Perkins**. You feel it is a little worse than last year, don't you?

Is that correct?

Mr. **Quie**. Don't lead the witness.

Chairman **Perkins**. Is that correct?

Mr. **Hawkins**. Well, everything else seems to be worse than last year so this bill probably will be also.

[Laughter.]

Chairman **Perkins**. Is that your feeling?

Mr. **Steiger**. I think he is doing a good job of avoiding that. Let's give him high marks.

Mr. **Webb**. Mr. Chairman, I think we would like to have a chance to see the bill when it is introduced and hopefully see a chance for impact making modifications in there.

Mr. **Steinhilber**. Of course we will be sending a supplemental statement once the bill has actually been introduced.

Chairman **Perkins**. Mr. Quie.

Mr. **Quie**. What programs do you think can be consolidated?

Mr. **Steinhilber**. We are currently looking at them. If you are talking about program consolidation, and ease of administration, going back to your old bloc grant proposal, you would say that the first action is to start picking up not only HEW bills but also others; specifically the dropout prevention program.

I am talking about more than direct grant programs such as Emergency School Aid Act, I am also including those which get into the grantmanship game.

If you wish, we will submit some of those programs.

Mr. **Quie**. Could you submit for the record the programs that you think could be consolidated?

Mr. STEINHILBER. We will do that.

[The information referred to follows:]

Examples of direct Federal to Local programs which should be consolidated:
(a) The various categorical programs under the Emergency School Aid.
(b) Right to Read.
(c) Follow-through.
(d) Head-start.

Mr. STEINHILBER. We think State grant programs could be handled somewhat differently although we would not propose a consolidation of such things as title II and III of ESEA.

Consolidating title V would give us another problem because the needs of State departments of education. While there are times a local board and State department of education may not see eye to eye, that is no reason to destroy a valuable program. We think there is a legitimate purpose to title V and it should be extended. Those administrative funds are very much needed by the States.

Whenever we look at consolidation, I would say that we would also want to make sure that this is not really done with an eye towards developing a package, with the sole purpose on the reverse side of having total less dollars.

I realize we are not speaking to an appropriations committee right now, but nevertheless, we find ourselves in that awkward position that whenever one talks about program consolidation, we have to keep one eye over our shoulder on what the total dollars are going to be.

Given a Federal involvement which has gone from 8 percent to 7 percent, to 6 percent of the cost of education over the last few years, when one starts talking of ease of administration, one has to be wary of it.

Mr. QUIE. You mentioned title V.

I was struck recently while talking to State school officers of the percentage of State departments of education staff that is funded by the Federal Government.

I guess it runs from 60 to 75 percent. That to me seems an unhealthy situation to continue very long for the Federal Government to finance that percentage of State department of education.

Mr. STEINHILBER. Of course, that is not really all of title V. You have your percentage set aside for administration of other titles.

Mr. QUIE. I can understand when you have a percentage set aside for administration, but when the total comes to that amount, that is what I am concerned about.

Until I found that out, I was going to be out here gung ho to keep title V going, but now I have serious questions about it.

On page 7 you mention that you favor going for title I using the low income factor of $4,000 per pupil and then at the same time requiring that the State districts be funded at at least at the 1972 level.

Is that right that you favor that concept?

Mr. STEINHILBER. So far we favor it. As I indicated in the statement, we have not come to a position with respect to your bill, the reason being that so far we favor a $4,000 income factor. Within the last week we have sent copies of your bill to each of our state associations requesting comments and discussion.

So as of this particular moment we are favoring $4,000 income factor.

Mr. **Quie**. Let me talk to you about some political realities. If we do nothing, just let the automatic extender go into effect when the 1970 census becomes available, of the 38 members of the committee, 30 members would have an increase in their State and 8 of us would have a decrease in their States.

I noted that you wanted a printout of my proposal. There are printouts of this and I would imagine the members might be voting the best interests of their State, if you go to $4,000.

You can compare the distribution of the same amount of money. You take Alabama, which was going to lose $16.6 billion and when you go to $4,000, they will have about a $5 million increase.

You take California, if you stay with the present law and use 1970 census, they will get $38 million increase.

Or if you go to $4,000, they will get $11 million decrease and we have a few Californians on this committee.

Another State that seems to have an oversupply of members is Michigan. If we use the 1970 census under the present law they get a $8 million increase. If we go to $4,000 figure, they get a $10 million decrease.

I can understand how they would vote.

New York, if we take 1970 census, under present law gets $61 million increase and they would get a $35 million decrease if you go to $4,000.

Minnesota under either one of them loses $3 million, so I can be objective about this. I look at Kentucky, which loses 13.4 million if you stay with the present law, and if you go to $4,000, they stay the same.

So it would be an advantage to Kentucky if you went to $4,000.

But Mr. Chairman, I don't see where we have the votes.

Chairman **Perkins**. We have problems with the formula.

Mr. **Quie**. And then about timely passage of this legislation, one thing I am certain certain of is that I would like to see the legislation passed the first half of this year but I am convinced we aren't going to do that because when the bill gets to the floor, if not before it gets to the floor, is going to have busing amendments hung onto it.

I would like to wait until Supreme Court decisions are made in June and that is why I think we should get it done before June.

Mr. **Steinhilber**. The Denver case is due in May.

Mr. **Quie**. The Denver case will be decided and we don't know if Richmond case will be decided by then.

Chairman **Perkins**. We are not going to stop antibusing riders regardless.

Mr. **Steinhilber**. We have fought the antibusing riders in every appropriation that goes through. I am sure we will have the same rider on appropriations this time around. We will have it on any authorization language.

Mr. **Quie**. We got by without it last year.

Mr. **Steinhilber**. That is because of 92-318.

Mr. **Quie**. On page 7 you say that only 6 of the approximately 10 million educationally disadvantaged children are receiving assistance.

I did not have any idea that six-tenths of the educationally disadvantaged kids are now receiving any assistance. Where do you get those figures from? I didn't think we were close to that.

Mr. STEINHILBER. Basically we received those figures from the Office of Education and our title I people.

Mr. QUIE. They don't know.

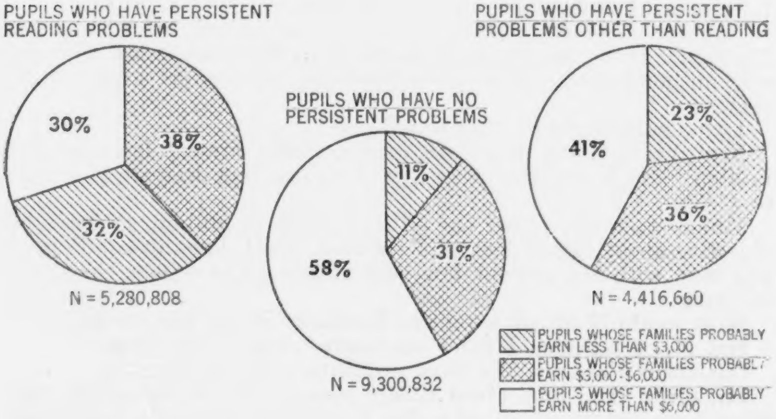
Mr. HAWKINS. Maybe they mean 6 and not 6 million.

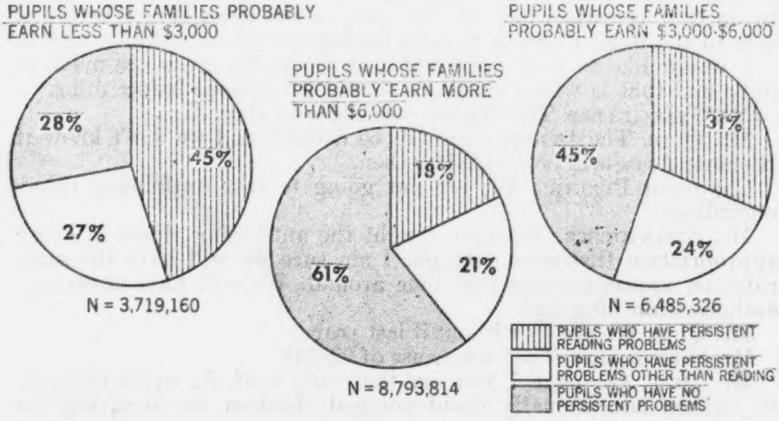
Mr. STEINHILBER. I will ask one question, Mr. Quie, if I may have the audacity. I would like to see some of those tables myself.

Mr. QUIE. Mr. Chairman, I would like to have them made a part of the record right here and I would like to see these duplicated and made available to the other members.

Chairman PERKINS. Without objection they will be made a part of the record.

[The charts referred to follow:]





Mr. QUIE. Let me say this to you about the disadvantaged and counting disadvantaged kids. I think that the Chairman would be the first one who would be in support of that concept of using disadvantaged because I note that Kentucky is the second highest State in the union scoring below the 10 percentile in the mental category 5 on the armed forces qualification initial examination.

It seems to me Kentucky is a State that would really be hurt by using the census information on poverty. I think that Kentucky would really be helped if you would go to a testing criterion.

Secondly, the Fleischman study in New York, done by people who are concerned about the inner-cities and its peculiar problems that the rest of us don't have, says that the use of achievement test as an educational needs measure creates formulas that are more distributive than those based on positive measure such as AFDC. As you indicated in your testimony AFDC is the most helpful to northern States.

The most distributive formula in terms of dollars is enrollment plus achievement levels.

I have noted this and that is another reason why I think it is a fairer way of distributing the money now that some of the expertise is available to us.

Lastly, you talk Dr. Webb about the increase in funding for education.

I am convinced we have to increase it. I don't think we are ever going to reach one-third. The reason is that Dr. Louis Bright told me that he projected the increase in gross national product and increase in expenditure for education from 1980 on and by year 2,030 we would spend more on education than the gross national product if the curves continue.

So I think education will level off some place in the future. But I do think the Federal Government ought to increase its share of support.

If you are providing aid counting kids from families of $2,000 or less and AFDC, you are talking about parents who don't have any political clout. Why should the parents of children who are educationally disadvantaged, who are not in that income factor really say anything to their Congressman or the President or Office of Education because their kids are not counted, but if we count every educationally disadvantaged child no matter what income, then you are reaching into categories of people who have political clout. When we get them involved, it is going to be like the school districts that involve parents when they pass a bond issue.

They are going to see their Congressmen and the President and I think the President listens to some of the people who are above $2,000 in income and I think we will get this money increased.

I agree with the Chairman, as I said earlier, that we should have general aid before we have that $3 billion figure.

In fact, I think we should reach that $5 billion figure before we go to general aid plus the handicapped children because if there is pressure on school districts like in Idaho, I bet you the programs that will be cutback will be for these disadvantaged kids and for the handicapped.

That has been the history across the Nation. You have to continue on with the normal education because those are the voters and school board members.

Mr. WEBB. I think we should continue to redefine the method by which we can identify the needs of the schools and the children in our schools.

I guess that is why the school board members and Congress are serving as advocates of these people.

Mr. QUIE. Thank you.

Chairman PERKINS. Mr. Hawkins?

Mr. HAWKINS. With respect to the last question that Mr. Quie asked, what would be the difference in the number of educationally disadvantaged children and those in low income groups?

How many children would be added if we included those?

Mr. STEINHILBER. I am not sure. You are talking about a combination of educationally disadvantaged?

Mr. HAWKINS. Following Mr. Quie's line of reasoning that if we added those, that we would add others that have some political clout, are we talking about a great number?

Mr. STEINHILBER. The problem is that the groups are not the same. We are now dealing with questions that are being raised with school board members. Tying in with Mr. Quie's bill, we are always wrestling with that difference between someone from an economically disadvantaged family who is counted on census data based upon title I and the problem of determining who the educationally disadvantaged youngsters are. The fact is, they are not always one and the same.

So I am not sure I can answer the question of additional numbers because it is such a fluid situation.

Chairman PERKINS. Mr. Hawkins, I am going to interrupt the hearings at this time in order to accommodate Congressman Bell. He has a very important engagement.

I will ask the president's panel to stand aside for a few moments and the superintendent of The Los Angeles Unified School District to come around.

Mr. BELL. Mr. Chairman, I would like to take this opportunity to present to the committee Dr. William Johnston, from mine and Gus Hawkins home city of Los Angeles.

Dr. Johnson was appointed in 1971 to his present post as superintendent of schools for Los Angeles City Unified School District, the second largest in the nation.

Prior to that appointment Dr. Johnston served as an assistant superintendent of adult education. I believe our committee can benefit substantially from Dr. Johnston's great expertise and diverse background in the field of education and it is a pleasure for me, Bill, to welcome you before this committee.

Mr. HAWKINS. Mr. Chairman, may I simply say that I join with Mr. Bell in this welcome of Dr. Johnston before the committee.

I think that it is most important to point out that the members of this committee have gone to Los Angeles on many occasions, and have certainly received generous cooperation from the office of the superintendent. Dr. Johnston has always made available to us, on every occasion, whatever we asked in the way of figures and cooperation in getting from one school to another.

I think that it is a great honor for us to have such a distinguished and capable administrator before the committee this morning.

Chairman **Perkins**. Dr. Johnston I likewise concur in those remarks made by my colleagues from the great State of California.

I have known you for a long period of time and I know of your good work. I am glad to welcome you here.

STATEMENT OF WILLIAM JOHNSTON, SUPERINTENDENT OF SCHOOLS FOR LOS ANGELES CITY UNIFIED SCHOOL DISTRICT, LOS ANGELES, CALIF.

Dr. **Johnston**. Thank you, Mr. Perkins.

Los Angeles is proud of Mr. Bell and Mr. Hawkins for their leadership. At this time in history we are pleased that they are members of this very important committee. I would hope that today, that I could briefly——

Chairman **Perkins**. Without objection your prepared statement will be inserted in the record.

[The prepared statement referred to follows:]

Statement by William J. Johnston, Superintendent, Los Angeles City School District

Mr. Chairman, Members of the Committee, my name is William J. Johnston. As Superintendent of the Los Angeles City School District, I appreciate the opportunity to present testimony before this Committee.

May I begin by acquainting members of the Committee with the school district I am privileged to represent. The Los Angeles City School System is the second largest school district in the United States—and is fiscally and administratively independent of the City of Los Angeles. The district encompasses 710 square miles of area, provides services to over 700,000 students in grades kindergarten through adult education, and serves 11 other municipalities in addition to the City of Los Angeles. 617,000 of our students are enrolled in elementary and secondary schools. Of this total, approximately 200,000—or one-third of our total enrollment—are eligible for programs conducted under ESEA Title I. Unfortunately, because of funding limitations, only 100,000 students are able to benefit from Title I programs . . . only 45% of our eligible youngsters are currently being served.

Last November, you heard testimony from members of our staff reporting on the specific programs conducted in Title I and the benefits accruing to children from these programs. At that time, the Budget Director of our school district also spoke to you about the devastating effect of what he referred to as "hesitation funding" of educational programs, particularly Title I. He urged three-year forward funding to provide continuity of these highly beneficial and effective programs. At this time, however, we are faced not only with *hesitation funding*, but with the prospect of *terminal funding*.

In testimony this week, you heard two parents and members of Los Angeles School Advisory Committees give their perceptions of the programs conducted under the Elementary and Secondary Education Act in Los Angeles. The very real threat hanging over us of the termination of many federal programs, coupled with the tragic financial conditions of virtually all urban school systems, compel me to devote the first part of my presentation to a re-emphasis of the particular needs of children in the urban school setting. As you well know, the economic and educational needs of many of our youngsters are complicated and exaggerated by the very urban setting in which they reside. Consequently, additional responsibility must be borne by urban school districts in their attempt to provide equal educational opportunity for every youngster.

To give you some idea of how tragic it would be for the Los Angeles City Schools if present federally funded programs were not extended, or if there were an intrruption in the flow of these funds, may I present a summary of our major federal programs, including the total number of positions and the amount of funds involved:

Program

ESEA Title I.
ESEA Title II.
NDEA Title III-A.
Adult Basic Education (ABE).
Industry Sponsored Programs (ISP).
M.D.T.A.
Model Cities.
Vocational Education Act.
Work Incentive (WIN).
*Neighborhood Youth Corps (Regular).
*Neighborhood Youth Corps (Summer).
Total Positions Subject to Termination—10,548.
Total Funds Subject to Termination—$45,950,911.

To the above-listed programs could be added a number of programs funded by the Office of Economic Opportunity, New Careers programs, narcotics prevention programs, etc., whose curtailment or elimination would have serious implications for the Los Angeles community.

What are some of the larger problems facing urban school districts which make the refunding of federally funded programs an imperative?

1. *Violence and Vandalism*—In recent years campus violence has accelerated to an unprecedented degree. This problem is not confined to the so-called "inner-city" schools, but is common to all "big city" schools. Before the end of the fall semester of this school year, our district experienced 37 assaults on school personnel with weapons and 57 reported assaults on pupils with weapons. The Los Angeles Police Department, whose jurisdiction covers about two-thirds of our district, has identified 881 hard-core juvenile gang members, all of whom are school age. A hard-core juvenile is defined as one who has more than ten arrests, five of which are felony arrests.

Our losses last year from vandalism, arson, and burglary totaled $2,400,000. Our district spent $1,200,000 on security personnel and another $1,000,000 on security equipment during the 1971-72 school year. As a result, resources have been diverted from the educational program itself to help provide a safe and secure atmosphere in which education can take place. Indeed, without campus security a decent learning environment cannot be maintained.

2. *Student Transciency*—We have a total student transciency rate of approximately 49% among the schools in our district. Among some inner-city high schools transciency exceeds 120% in a school year. This highly mobile student population represents students moving in and out of the district as well as those who move from school to school within the district.

The related problem of high student absenteeism poses additional student and staff problems. Because state subventions are linked to average daily attendance, our district, with a pupil absentee rate about 50% above the statewide average, suffers an excess loss of approximately $1,000,000 per year in state funds. Yet our staffing patterns must be based upon enrollment, rather than attendance.

3. *Changing Student Population.*—A third characteristic of most urban school districts is the high proportion of *minority students* in the total school population. While total enrollment is decreasing in Los Angeles, the number of minority students continues to grow. Our projections indicate that within the next five years, our Spanish surname student population will increase by 6%, our Black student population by 5%, while our White student population will continue to decrease by 7 or 8%. A large number of these students come from economically disadvantaged homes.

At the risk of over-kill, may I share with you some of the problems and concerns which are more or less unique to the Los Angeles City Schools.

Los Angeles has the largest concentration of Mexican-Americans and other Spanish surname people in the nation, totaling approximately 1,000,000. And the Los Angeles culture is strengthened and enriched by the presence of these fine people. The Los Angeles District Bureau of Immigration and Naturalization reports that there were a total of 244,000 resident aliens from Mexico who registered with its office in 1972. Many of the children of these aliens are non-English speaking, and many other Spanish surname children enter school with a limited command of English. Since many of these children's families do not show up on the AFDC rolls, for cultural and legal reasons, we are impacted to an extent not taken into account in allocation formulas, even for compensatory education.

For the first time in four years, the Los Angeles City schools do not face severe budget cuts in the school year, 1973–74. But, as a result of these past budget limitations, our educational program and services to pupils have the following inadequacies:

1. Students in grades 9–12 have been limited to five classes per day.
2. There is no elementary music program.
3. Counselor-pupil ratios in secondary schools run as high as one counselor for every 590 students. The ratio is even higher in elementary schools.
4. We have 7500 typewriters which are ten years or older. If some are not replaced, our business education program is threatened with extinction.
5. Our district film library has become so obsolete that, without updating, consideration should be given to abandoning it.
6. Our classrooms and school buildings are dirty, because we can afford to sweep them only every other day.
7. Interior painting of classrooms was discontinued in 1962. Many of our school interiors have not been painted in 20 years.
8. We have no preventative maintenance program for equipment. If equipment breaks down, we try to find time to fix it.
9. There are 4,815 unvented heaters in our classrooms.
10. 4,750 of our classrooms lack proper lighting and acoustics.
11. 109 of our elementary schools have no cafeteria facilities.

These examples serve to indicate that urban school districts in general, and the Los Angeles City Schools in particular, require additional support if they are to begin to approach the ideal of equal educational opportunities and options for urban students.

Now may I turn my attention to specific suggestions for methods of distributing federal funds to school districts.

The Los Angeles City Unified School District wholeheartedly supports the aims of the existing Elementary and Secondary Education Act programs. We believe the broad category areas encompass those priority needs which require funding, but which, because of cost, are beyond the means of local and state agencies to provide.

I would urge the *continuance* of federal assistance for specific national priority needs. In addition, I would urge this Committee and the Congress to consider legislation for the general support of education. Legislation such as H.R. 16 could serve to relieve excessive property tax burdens, equalize education opportunity among districts, and uplift the general standard of education by providing assistance which is not categorical in nature.

Perhaps the most difficult problem relating to categorical aid programs is the identification of the eligible pupils. Too frequently, the measures used for identification are inadequate and may be biased. The utilization of education data itself, in the long run, penalizes success and rewards failure since improvement in achievement brings about a lower priority ranking. These inadequacies can be overcome by the inclusion of additional characteristics in the formula.

In Los Angeles, for example, the District has been providing $12 million a year of supplemental funds for urban impact schools by attempting to identify these schools using a multi-faceted formula. Our formula takes into consideration the following criteria: (1) Reading scores; (2) the English as a second language pupil ratio; (3) the non-permanent teacher ratio; (4) the change in the ethnic characteristics of a school over a five-year period; (5) pupil transciency; (6) the non-illness absence ratio; (7) a ratio of vandalism events; and (8) the assessed value of the single family residences in the area. These eight criteria are used to identify the urban impact schools in the school district.

This process identifies about half of our schools as urban impact schools. Those schools which qualify are then divided into three levels of funding support, dependent upon need.

Similar data, I am told, are used by the Chicago City Schools for similar purposes. The utilization of a combination such as these reduces the margin of error that may occur if only a single item of data is used to base decisions upon. The formula I have described works for Los Angeles and apparently has merit in Chicago. It may work in other school districts as well.

In summary, the Los Angeles City Unified School District endorses the *continuation* of the Elementary and Secondary Education Act. In addition, the district would endorse legislation which is broader in scope and which recognizes the changing needs of urban education . . . that would provide the flexibility for local school districts like Los Angeles to include provisions for providing a secure and safe campus for teachers and youngsters so that the educational setting might be improved . . . legislation that would permit the local school district to address the unique problems of a changing urban society—problems such as vandalism, gang activity, the expanded need for social services for the residents of the urban centers of the United States . . . legislation that would reduce the administrative burdens related to a variety of programs currently being conducted . . . and legislation that would be enacted in a timely manner so that planning can take place at the local school level with the involvement of parents and faculties. To expand on this last point, California law requires us to notify all certificated employees (teachers), by March 15, if their services are to be discontinued in 1973–74. The key question then becomes, will ESEA continue beyond June 30? Shall I risk further damage to staff morale by sending out termination letters to 3,270 staff members to protect the district's legal interests? Or, shall I take a chance and assume ESEA funding will continue? Either way, the concerns of continuing funding, hesitant funding, or terminal funding are unbelievable for staff and the children we serve.

Now may I briefly address myself to the concept of revenue sharing. A strong case can be made for categorical aid, including the need to protect such programs from political pressures of more potent socio-economic groups. But many of our needs, as I have tried to indicate, do not necessarily relate directly to specifically identifiable target populations, but rather to the urban nature of our school district. We urge recognition of these very real factors, and also urge a smooth transition to other forms of funding. In brief, my position on federal funding for public education is as follows: I support both HR69—the extension of ESEA—and HR16—revenue sharing—because both types of aid are essential if we are to meet the educational needs of urban students; one has specific identification for economically disadvantaged learners, and the other supports the total district. We ask for consideration of the crisis in urban education. Why not both?

I have read with interest suggestions which have been developed by Representative Quie. His concerns related to the use of A.F.D.C. payments and/or income levels as a basis for the allocation of funds are particularly valid for the nation in general. However, we believe, in the large urban centers there is a *higher* correlation between poverty and reading deficiencies than those implied by the 1970 study done by G. V. Glass, whom Mr. Quie has quoted.

We concur with Mr. Quie's concern related to the use of census data. More current data would be available. But even more important, we would stress the importance of forward-funding over a minimum period of three years. If a given youngster's parents are earning less than $2,000 this year and next year are earning $10,000, it is not reasonable to assume that the youngster's achievement will improve five-fold simultaneously. We should consider, after identification, sustained effort over a three to five year period to insure that each youngster is in position to take full advantage of all educational opportunities.

We applaud Mr. Quie's suggestion that greater emphasis be placed on the use of criterion-referenced tests. Recently, our own State has passed legislation which will substitute the use of a sampling approach to testing which uses "criterion-referenced items" rather than "norm-referenced standardized tests" for our own state testing program. This approach, similar to the national assessment approach, provides a useful means of determining statewide or nationwide progress. The use of these data as a means of determining financial support for individuals or groups of students does present a number of problems. Our own State Miller-Unruh Reading Program, which provides funds based upon standardized test performance, led to a situation in which those schools whose group performance did improve, became ineligible for continued funding. Now, while group performance improved, that is to say, school performance, the performance of all individual youngsters did not improve. Principals and teachers soon learned that it was to their advantage not to show progress initially, if they were to avoid losing the critical support necessary to make substantial gains. Concerns related to teaching the test also present another set of issues. The assumption that any one set of criterion-reference items does, in fact, represent the essence of the skill being taught will continue to be debated, and, as many experts have indicated, the major strength of the criterion-referenced approach is in the measurement of identified goals within a given instructional program for each individual youngster. We strongly endorse the use of criterion-referenced test items as a means of improving the instructional program, but question its utility as a basis for the allocation of financial support.

Mr. Quie states, "Once the individual school receives its funds, based on a measure of actual need, then that school should have the responsibility for determining actual performance levels for a student and should be required to establish realistic goals for that year with the active participation of the parent, teacher, and child." This is the position we have taken as a district in the implementation of our three-year reading program using District funds which at best will make no more than $15.00 available for each pupil.

In bringing my remarks to a close, it is essential that this nation renew and expand its commitment to the educational needs of our urban youth. We cannot afford to abandon an effort which has brought both hope and the realization of that hope to so many who would otherwise be denied. Our responsibility is to meet the needs of our students by encouraging the continuation and expansion of delivery systems will assure the necessary resources to accomplish the charge which has been given to the school districts of this nation. Nowhere is that charge more threatened, more difficult to achieve, than in the urban school districts. We seek recognition of this fact in the allocation of resources for educational purposes.

Our cities represent the hub of our civilization. Within our cities, we find the most magnificent of human achievements: great institutions of higher learning, the finest museums and libraries, the centers of government and industry, impressive architecture, the heart of the mass media, and extensive entertainment and artistic offerings. But within our cities, we also find the most desperate of human conditions: poverty, alienation, crime, pollution, decay, and ugliness.

If America is to fulfill its promise in becoming a truly great civilization, the alleviation of the problems of our cities must become a primary national commitment. We appreciate this Committee's concern for the future of urban education, which may well be the key to the eventual regeneration of our urban centers.

Mr. Chairman, on behalf of the Los Angeles Unified School District, I wish to thank the members of the Committee for inviting these remarks concerning our support of the federal role in education. May I invite you and your colleagues to visit Los Angeles to see some of the things about which I have spoken . . . to witness an orderly decentralization process which is moving the decision-making power closer to the local school . . . to observe parents involved in the planning, development, and evaluation of an educational program which is meeting with success. Thank you.

Dr. JOHNSTON. I will talk for a moment or two about the characteristics of our Los Angeles schools, the extent of Federal involvement and type of urgent problems that we have, and then this problem of the definition of the eligible pupil for Federal support, which troubles everyone, and then perhaps our personal recommendations for continued funding.

As you have indicated, the members of the committee have my statement and I want to applaud the presentation that was made by the National School Boards Association.

I think the representatives told the story well and I could sum up my whole message by simply saying ditto to the comments that they have made.

As Mr. Bell indicated, the Los Angeles system is the second largest school district in the Nation. We are physically independent of the city of Los Angeles. We serve not only the city but 11 other incorporated communities in our area.

We have some 700,000 students that are enrolled. 617,000 of these students are in elementary and secondary programs.

I would point out that approximately 200,000 students or one-third of our total enrollment are eligible for programs conducted under ESEA title I. But I must point out also with concern that only 45 percent of these students are receiving benefits of the title I program.

On page 3 of my testimony, I listed the programs that were involved and I would call your attention to the totals. We have some 10,548 staff members, both teachers and classified staff, involved with a total Federal funding amount of $45.9 million.

Mr. Chairman, and members of the committee, today is a very important day in our business in California and Los Angeles. This is March 15. Under California law, we are required today to send notices to any certificated person to inform him whether in fact his employment with the district will be continued in the subsequent year.

So we have a very difficult moment and decision to make because over 3,000 of these 10,000 employees are in fact certificated members of our staff.

We have the difficult decision, shall we send these letters, notifying them that we may not employ them next year or shall we not?

And the information that we have is only that the bill itself will continue past June 30 but we don't know if the appropriations bill will pass in time and be a part of our regular district budget before school opens in September.

I am sure you appreciate the magnitude of the problem that is before us.

Chairman PERKINS. I would like to see us and the Appropriations Committee move to make sure. I urged the leadership in a meeting at a breakfast two or three mornings ago to look at the educational appropriations, to move the educational programs out from HEW, and I am hoping that Mr. Mahon may do that.

Dr. JOHNSTON. I compliment you, Mr. Chairman, for that leadership.

The gentleman from Idaho mentioned March 1, a similar problem in his budget and I am sure it is the same problem found all over the nation.

Among the major current problems of inner-city schools which I have tried to list, starting on page 4, is that of violence and vandalism.

Last year we lost some $2.4 million in this area. Our district additionally spent $1.2 million on security personnel. I pointed out the problem of student transiency in our school district which averages 49 percent among all schools.

On page 5, I would like to bring to the committee's attention the changing student population that we are experiencing.

Each year we lose about 10,000 students in our school district and over a 5-year period we will lose 50,000 students. So that while we are some 54 percent minority at this time, in a few years it will be nearer to 60 percent.

On pages 6 and 7, I have listed some of the really severe inadequacies of our current offerings, the quality of our program to date. We have no sixth period for grades 9 through 12. We have no music program in our elementary schools. Our counseling is totally inadequate.

We have one counselor on the average for every 900 students in the secondary schools. That number increases dramatically to one for 2,500 students in elementary.

On page 7 we list a number of items that must have attention.

We sweep our classrooms only every other day because we simply do not have the necessary resources and we are now painting the interiors of our classrooms every 20 years whether they need it or not.

We still have, Mr. Chairman, tragedies like 4,800 unvented heaters and 4,750 classrooms where the lighting is not adequate. We have 109 of our elementary schools that have no cafeteria facilities.

I would add another item. We have a desperate need for major staff development in the Los Angeles City Schools.

Now, to the problems that this committee faces. The opinion that I have, if you will, is simply this: We would like to see the current program of ESEA continued and most urgently we would like to know that the appropriations will be made available.

Then we would offer the suggestion that in addition because the crisis in the large urban cities is indeed so great, it would be helpful to have some general aid made available to us.

Chairman PERKINS. At what point would you suggest that aid come to you?

You heard the questions put to the other witnesses.

Dr. JOHNSTON. Mr. Chairman I would like to see it be truly general aid. I have observed that our county of Los Angeles and the city of Los Angeles have received funds.

In fact I made an appeal to our local county to share with us some of their revenue funds for health services to the students that we have in our district.

We are spending $6.5 million of our educational dollars for health services.

Chairman PERKINS. What part of your disadvantaged children are you presently serving?

Dr. JOHNSTON. We are serving only 45 percent of those that are deemed eligible under ESEA. So you can see immediately the need that exists.

Mr. QUIE. Deemed eligible under ESEA? That means low income.

Dr. JOHNSTON. According to low income and AFDC counts, we have in excess of 200,000 identified students but the level of funding at this point in time is only addressing itself to 100,000 of these youngsters because of the state guidelines in our state which require us to have the minimum of some $300 per child.

Mr. QUIE. So when the Chairman asked you what percentage of the educationally disadvantaged students you are reaching, that is even a lower percentage than 40 percent because you have all of those——

Chairman PERKINS. My question now happens to be, do you feel, your testimony is a little bit ambiguous there, but I think I interpreted it right, that you feel we should take care of the disadvantaged, give them top priority, and let general aid be on top of the disadvantaged program.

Dr. JOHNSTON. Precisely.

Mr. QUIE. What kind of disadvantage, educationally and economically?

Chairman PERKINS. Educationally and economically.

Mr. QUIE. Then we aren't apart because if you take the educationally disadvantaged, you are economically involved in it.

Chairman PERKINS. In 95 percent of the cases it runs hand in hand.

Mr. QUIE. No, it doesn't. If you could show me a study that show 95 percent——

Chairman PERKINS. Well practically.

Mr. QUIE. The few studies that are made show that is not true.

Dr. JOHNSTON. Mr. Chairman, if I could answer——

Chairman PERKINS. I will let the witness comment on that.

Dr. JOHNSTON. To be very hopeful, and I don't know how realistic, only the committee is knowledgeable in this area, but to be very hopeful, if the present programs of ESEA Title I for which we receive $25 million in our district, could be doubled, and then on top of that we could have general aid that did not have any strings attached to it, where we could address some problems that peak and change from year to year, then we would have the tools with which to conduct meaningful programs.

Chairman PERKINS. That explains it to me, Al.

Mr. QUIE. It does not explain it to me.

Do you know why?

Chairman PERKINS. Why?

Mr. QUIE. Because if you had doubled the amount of money——

Chairman PERKINS. I know what you are going to say. I know exactly what you are going to say.

Mr. HAWKINS. Let the rest of us understand.

Mr. QUIE. If you go to general aid, that means that general aid money is not going to be used for the disadvantaged. That general aid money is going to be used to pay for teachers' salaries.

Dr. JOHNSTON. Fine.

Mr. QUIE. What is fine about that?

You haven't improved the education of the child at all if you just increase the teacher's salary but you do improve the quality of education in title I programs.

Dr. JOHNSTON. Mr. Quie, I believe providing realistic teachers' salaries is also one of the responsibilities of a school district. We all read the paper and we all know the problems of meat prices and other problems that are involved.

Mr. QUIE. But we are helping the school board then with general aid.

I am not much interested in helping the school board. I am interested in helping kids and unless we provide the opportunity for every educationally disadvantaged child and every handicapped child to reach their potential, we have not done the job.

Dr. JOHNSTON. We have no quarrel on our goals, Mr. Quie.

May I bring to the attention of the committee one item in a little detail on page 9.

We experimented within our own district to find a formula to address who is the eligible client and it is very difficult to do as I witnessed this morning and listened to the discussion.

Mr. Quie, please note that we have indicated eight items that we are utilizing within our own district for our own, if you would, district plan for compensatory education internally.

I won't take time, Mr. Chairman, to go any further. I think that I have summarized the points that I really believe in and that if the current program that exists now could be augmented, and if we in fact knew immediately that the appropriations bill would be passed and would be signed, then I would face September with a better degree of confidence and so would the entire staff and the total community. The prospects would be much more encouraging.

Then, if in the wisdom of this distinguished body, you could consider some very general revenue aid on top of the existing ESEA programs, it would be most helpful.

We have a drug problem, a VD problem, a transiency problem, a counseling problem, a staff development problem, and problems of maintaining teachers with a commitment to stay in the innercity and continue through their professional lives at that school with a commitment for young people.

We need staff development to bring this about. These are the other areas in which only a local district can decide which is the priority of the moment so that the general aid concept has appeal but it should not come about until the current ESEA program is really fully funded.

Mr. Chairman, in the last pages I make some plea about the urgency of Federal involvement in urban education indicating that in the cities, really you find the hub of the civilization of this great country. And, you find in the cities the great and most magnificient of human achievements, institutions of higher learning, the finest museums and libraries, centers of government, impressive architecture, the heart of the mass media, and extensive entertainment and artistic offerings, but at the same time within this same city you find the most desperate of human conditions, poverty, alienation, crime and ugliness.

So I can only commend this committee for its leadership in trying to bring to us the resources by which we can fulfill our mission.

Chairman PERKINS. Let me make this observation. You are a very good witness and Mr. Hawkins will continue the hearing.

Mr. HAWKINS. (presiding). The committee will continue the questioning.

Had you finished, Dr. Johnston?

Dr. JOHNSTON. Yes, I have Mr. Hawkins.

Mr. HAWKINS. Mr. Johnston, I had several questions that I wanted to ask. One, with reference to the question that Mr. Quie had directed to you concerning the use of additional funds, for what purpose would you use them assuming that you did obtain additional funds, what particular programs would you emphasize?

Dr. JOHNSTON. Mr. Hawkins, one of the most urgent problems that we have, is a security problem of the moment in the district, and additionally, we have a staff development problem.

One of our staff members did an estimate. We are a large school district. He came up with the estimate that we desperately need an amount of $10 million.

That sounds like an enormous amount of money for staff development but we don't think so. We have 27,000 certificated employees and we have additional 30,000 classified employees and we have through mandated school community advisory council 12,000 parents that are a part of our educational program. They need staff development as well.

So there is a great urgency.

Then I indicated we have a problem of drug abuse, a problem of VD information that needs to get out, and the vandalism problem that is very serious.

Mr. HAWKINS. Is it a true statement that without federal assistance that not much progress can be made in these particular areas? Is there any other source of assistance that would be forthcoming as an alternative to federal assistance?

Dr. JOHNSTON. Mr. Hawkins, fortunately because of the passage in our state of SB–90, our district will receive some modest increases of state funds. This is meaningful. This will be helpful.

But you have to recognize that the Los Angeles city school expends on the average of $907 per child. We have another school district that we completely surround that spends $1800 per child. We have a district in northern California, a large metropolitan district that spends $1500 per child, half again as much as Los Angeles.

If we did not have the federal funds for $300 on top of district effort, I don't know how we could really open school and fairly say that we are offering an educational program.

Mr. HAWKINS. I think the impression has been given by the public media that the situation in the Los Angeles schools has improved rather substantially as a result of recent legislative enactments.

Do I understand from the statement that you just made that it was only a very modest increase of assistance to you?

Dr. JOHNSTON. Yes. Mr. Hawkins, the facts are these. We are currently spending an average of $907 per child per year. We will have an increase, because of the passage of SB–90, so that we will be receiving $947 per child. So it is not a dramatic increase. But, it is a welcomed increase.

Perhaps the most important part of it, is that it arrived before the budget planning process began and allowed us the opportunity to have deliberations over a known income.

We now currently have an unknown and that is the $45 million that we cuerently receive from federal sources. We don't know if the appropriations bill well be enacted in time for September when school opens. I only hope that we were correct in our decision not to send letters to the teachers, believing that the federal support will be forthcoming.

Mr. HAWKINS. On a percentage basis, can you tell us the present trend of federal assistance as compared with the state and local aid?

Dr. JOHNSTON. The history of the Los Angeles city schools is that at one time we received as much as 42 percent from the state and that has diminished until we received less than 25 percent at this time.

Currently we receive approximately 6 percent of our budget from federal sources.

Mr. HAWKINS. That is compared with what percentage, let us say, five years ago?

Dr. JOHNSTON. Five years ago it would have been one and a half percent.

Mr. HAWKINS. It has increased from one and half to 6 percent.

Dr. JOHNSTON. That is correct, Mr. Hawkins. Those are gross numbers.

Mr. HAWKINS. Has that ratio decreased or increased?

Dr. JOHNSTON. It has been increasing. One of our staff members uses the terminology that it is "hesitant funding." We never know what happens until it has happened and it has a great affect on our ability to plan properly so we can utilize the funds efficiently.

Mr. HAWKINS. So your financial crisis is due to the decreasing support that you have been receiving from the state?

Dr. JOHNSTON. No, we have had diminishing state support, until December of this year, from 42 percent to less than 25 percent in the percentage of funds that come to us.

Fortunately with passage of SB-90, hopefully the trend is turning around and we have now a very modest change. Federal support has been increasing from approximately 1.5, five years ago, to current 6 percent level. It is critical that these funds be continued in light of the starting point.

Mr. HAWKINS. Mr. Johnston, you also said that you embrace the concept of general aid. However, I think you clarified that statement by saying that the disadvantaged youngsters should be given priority. I understand that you also indicated that the disadvantaged youngsters should be taken care of before the general aid operated. So, in effect, what you are saying, if we go further and say that only 40 percent of the deprived Title I youngsters are being provided for roughly, that would mean that number would have to be doubled before the general aid would be made available.

Dr. JOHNSTON. That would be my personal position, Mr. Hawkins.

Mr. HAWKINS. Thank you.

Mr. Quie?

Mr. QUIE. Thank you, Mr. Chairman.

What has the *Serrano* decision done in California? Was that the cause of this legislation? It doesn't seem they have equalized the expenditures per district out there.

Dr. JOHNSTON. It is the beginning, Mr. Quie. S.B.-90 is only a very modest beginning of the *Serrano* philosophy or intent, but it does not meet what we would call the *Serrano* or *Rodriguez* decision.

Much would have to be done in the state. Our school district is so large, if you will, we represent the average wealth of the State. If the *Serrano* decision comes about, and I hope it does because I believe in it, we would receive a modest increase but other districts in our State would receive dramatic assistance and help which I would applaud.

Mr. Quie. What is holding it up? Is it being appealed?

Dr. Johnston. This is Dr. Lucas, our legislative representative.

Dr. Lucas. SB–90 is being heralded as an answer to the *Serrano* case.

There is one element that drags the heels of the bill in terms of coming to closure and providing equal educational opportunity in our State and that is the fact that a local school district on its own initiative can raise its taxing level.

As long as they can do that, there will be those that will.

Mr. Quie. Is there any limit?

Dr. Lucas. The closest estimate we have is that if the tax rate holds, within 20 years we will be coming close to the intent of the *Serrano* case.

Mr. Quie. This committee is going to consider what it is going to do about ESEA.

What do you think we should do, continue everything as it presently is under ESEA for another year, or do you think that we ought to now go to the $4,000 figure which has, as I pointed out, about $49 million difference?

Dr. Johnston. I would like very much the report that you made earlier, Mr. Quie, which indicated that the great State of California would be eligible for an additional $38 million.

Our estimate is that our district would receive $6 million of that amount which would help us toward those young people who are eligible now under the current citeria but are receiving no support.

So Mr. Hawkins has really stated my case, and that is, I would like to see the ESEA allocation effort doubled and then a general aid measure brought in, and then districts would really be in a position to address the problems that are there.

Mr. Quie. I don't expect we are going to be doubling ESEA. We will continue everything as it is in 1974.

Dr. Johnston. Continue it, then, at the present level but do so immediately so that the districts can begin their budget process.

Mr. Quie. So if we double it of course that would be really a dramatic increase for Los Angeles.

If we did some things that some people are suggesting, that no State receive less than 90 percent of what it received in the previous year, how would you feel about that?

Dr. Johnston. Mr. Quie, I have to speak for the children that I amount which would help us toward those young people who are not receiving this kind of support at this time.

This committee has to sit in judgment about the total problems of the Nation. I am hopeful that the young people that I represent will benefit from increased revenues.

Mr. Quie. I think the question is before us. Should we protect the States for a percentage of the amount of money they received before or should we be aware that in 10 years kids move and incomes change?

Should we help kids that existed 4 years ago or should we help the kids that existed 14 years ago?

Dr. JOHNSTON. I read with great interest the talk you gave at a teachers college and you illustrated dramatically what has happened in 14 years to the young people. They were out and married and about to have their first child.

I concur. We have to have a more current evaluation. So I would support the utilization of the current census data as a minimum start.

Mr. QUIE. And that is already obsolete. You can imagine what happened in California from those 10 years from 1960 to 1970. I don't imagine that something stopped in 1970.

I would like to get something more current. I appreciate the comments you made on my bill and I recognize the concerns that we will have with testing and I believe when you speak of the Miller-Unruh bill, that was not a criterion reference test, was it?

Dr. JOHNSTON. That is correct. It was not. It is a standardized test.

Mr. QUIE. So it has all of the problems normal to standardized tests?

Dr. JOHNSTON. That is correct. The class or the school learns, but individuals cannot be guaranteed that they have succeeded.

Mr. QUIE. So when you speak about teaching against a test, that is possible on a standardized test while in a criterion reference test, the beauty of that is that it is conducted by people outside of the school system and it is not possible for them to teach against the test.

Dr. JOHNSTON. We are in general agreement with you on the criterion reference test. The concept has great meaning. Our only concern would be that it alone would represent a determinate of how funds would be allocated. We would perceive that as perhaps difficult.

Mr. QUIE. That is why I have required that to be the determination in the allocation among States. When you go into the State and then give more flexibility, because you raise a number of points on one of these pages that you want to take into consideration, on page 9?

Dr. JOHNSTON. This was actually in process in our district and after having made these judgments on page 9, Mr. Quie, we then have gradations of support of our district plant of three levels, dependent upon need.

Mr. QUIE. In point No. 2, where English is a second language, that is something you should take into consideration in California. That is not the problem in Minnesota. That is why I think we need to have that flexibility so you can take those factors into consideration, too.

Dr. JOHNSTON. Mr. Quie, we have utilized these eight numbers because you can come up with a hard specific result.

Dr. LUCAS. Also, Mr. Quie, in your method of appropriating the funds, I would imagine it would differ from State to State as to the intensity of their support and possibly from district to district within the State.

The State of California certainly recognizes the educationally disadvantaged because of the Miller-Unruh reading program and there is also the Miller-Unruh math program and from a district that is multifunded from the State, local, and Federal, a conglomerate of all that would probably take care of many of our educationally handicapped children.

But the problem is the disadvantaged and educationally handicapped students.

Mr. Quie. Somebody at the other school board group referred to this and I would like to have Gus Steinhilber listen to this question, too, and this had to do with your urging that the public housing section of impact aid be funded for category C.

I saw some figures that indicated that in distributional effects of this part C funding, it seemed awfully inequitable to me.

Boston would receive six times as much per student as Los Angeles. I wondered if you knew if Los Angeles had seen that and if you would react to it and if Gus would, too.

It seems to me that is one of the most inequitable things.

Mr. Steinhilber. The problem with the C formula right now is that it is tied into getting the impact aid formula. In other words, let's start off by remembering that the C formula has never been funded. It has passed Congress in appropriations twice and twice those appropriations have been vetoed so no dollars have ever gone to C category.

Mr. Quie. And I am pleased.

Mr. Steinhilber. The argument on funding is that if C were pegged as the original request, every district would receive funds based upon national average per pupil expenditure, that discrepancy would not take place.

The problem with the C formula now is the same problem as with impact aid formula. It is either paid on the basis of national average per pupil expenditure, State average per pupil expenditure, or local contribution rate. So each one of those districts would be using a different base on which to be paid.

That is why the wide discrepancy exists. Our answer is if all were paid on the basis of the national average per pupil expenditure, it would not run into the wide variations.

So our differences are really not a difference of philosophy in the needs of the youngsters but a difference in the way the formula operates.

Dr. Lucas. I think responses are coming from apples and oranges. You get a response from an organization that is interested in total national scene and then you will receive a response from a constituency such as school districts with the problems that the superintendent has.

We go down and find out how much California is going to get and how much Los Angeles is going to get and that is what counts.

But we are not too interested in what Boston gets from our point of view from a local school district. We would benefit if it was funded for title C.

Mr. Quie. But you would be interested in the equitability of distribution. I know school people are happy to get money.

Dr. Lucas. If it meant Los Angeles would get more, we would not mind.

Dr. Johnston. I was impressed by the statement of the representative from Idaho.

In our district in the B category we would lose $2.8 million and in A category we have $499,000.

The real problem for a school district is that it has tremendous losses in assessed valuation. I am trying to get a handle on the loss of assessed valuation to our school district because of freeways, because of the airport, and extension of the airport in Westchester, because of the Federal buildings that are newly being built in our community, and if you add these all together in the community of Los Angeles, the loss to our district would be a staggering amount.

The problem is so great that our staff has met with the State Highway Department. We are unable to find a way to develop this kind of information, but I think we need it because we need to demonstrate what this means to a district that is trying to survive.

Mr. QUIE. Is that the reason that the group is protesting construction? I know a lot of it is environmental but is there any reason because of the loss of tax value to the district that people protest?

Dr. JOHNSTON. I doubt if the school problem surfaces. I think the real urgency is the home that is right in the middle of the planned freeway.

Mr. QUIE. What do you think of the title I parent advisory committees that are in each school?

Dr. JOHNSTON. In Los Angeles, Mr. Quie, this has served as the pilot or the model for what has eventually come to be a mandated school community advisory council at every school so we utilize this model from title I and have in effect said that every one of the 625 schools that we operate has a school community advisory council.

Further, the board has mandated that 51 percent of the membership shall be elected parents. So the commitment of the school district is to more and greater involvement with the community.

The professional in the past has said we can go it alone and now we are taking the attitude, and we believe it, that we must involve parents in all of our school activities. It is the only way to go!

The school is open, we need volunteers, we need parents who are knowledgeable.

I really have to say in all candor in the political scene, that the parents of our schoolchildren can tell the story better to their legislators and Congressmen than we who are in the school.

Mr. QUIE. I am pleased to hear that.

Mr. STEINHILBER. We support the parent advisory group. If the school does not have one, they are probably not in tune with what is going on within their own system.

Our problem, and we do have a problem with parental advisory groups, is that there has now become a proliferation of these groups, that if each and every program has one, for example, we had one district which was applying for emergency school aid money which both were metropolitan projects and a regular project, and in order to qualify within each section of the law and each section of the regulation, it had to come up with five advisory committees.

Now, that goes to the other extreme. But generally we are supportive of them as long as there can be coordination between and among programs.

Dr. JOHNSTON. Mr. Quie, could I add a comment that we have just concluded sending out 55,000 questionnaires to staff and parents asking and soliciting their feelings on the modest restorations of programs. So we are not making decisions in a vacuum. We really are making a major effort to get the involvement of the total staff and the community.

Mr. QUIE. Thank you, Mr. Chairman.

Mr. HAWKINS. No further questions.

Dr. Johnston, again we thank you.

I think Mr. Bell and I both overlooked in the introduction Dr. Lucas. We see him a little more often than we see you but I think the same generous remarks that we made with respect to the office certainly applies with respect to the manner in which we have regarded Dr. Lucas. He has been helpful to us on this committee.

Again we thank both you and Dr. Lucas for your appearances this morning before the committee.

Dr. JOHNSTON. Thank you.

We appreciate this opportunity very much. We leave knowing that Los Angeles is well represented on this committee.

Mr. HAWKINS. We both will continue that representation.

Thank you very much.

We understand that the questions that were to be directed to the other witnesses from the National School Board Association have already been answered. I understand there are some additional questions but they can be submitted in letter form to you and we would appreciate the answers that you would give to the committee.

We wish to thank the representatives from the School Board Association and with that the committee stands adjourned for the day.

[Whereupon, at 12:25 p.m. the committee recessed, to reconvene at 9:00 a.m., Monday, March 19, 1973.]

[The following letter was submitted for the record.]

NATIONAL SCHOOL BOARDS ASSOCIATION
Evanston, Ill., May 14, 1973.

REPRESENTATIVE CARL D. PERKINS,
Chairman, Committee on Education and Labor,
U.S. House of Representatives,
Rayburn House Office Building,
Washington, D.C.

DEAR CHAIRMAN PERKINS: After we testified before the Committee on Education and Labor on March 15, you forwarded to me several questions which the committee was unable to ask because of time limitations. I am herein enclosing copies of the questions along with the answers.

I trust the answers are sufficient for your purposes.

Sincerely,

AUGUST W. STEINHILBER,
Director, Federal and Congressional Relations.

Enclosure.

1. Regarding your suggestion for some type of freedom of information provisions for local educational agencies when competing for federal funds distributed by the states, why do you feel that local school districts should have the right to see other local applications and the right to appeal to HEW?

The National School Boards Association has seen a growing proliferation of regulations on federal programs at state level. Local education agencies when applying for state grant programs have increasingly felt the need that some system should be developed for reviewing the decisions of the state departments of education both in the substance of regulations and in the process of distributing federal funds. The concomitant of this process is our suggestion for some freedom of information provisions. While local school districts now are informed whether their application for state plan programs has been accepted, rejected or modified, they have no means of knowing whether their application was treated the same or differently from other applications in the state. The least any school district should have at its disposal is the knowledge of the process used in determining grants and how its application compared with all other applications in the state. Such a system would greatly reduce the opportunities for political chicanery at the state level, especially in those instances where political beliefs of the governor differs with that of the school board applying for federal funds.

2. Regarding your criticism of broad language such as "such regulations as the Assistant Secretary deems necessary," why do you feel that the scope of this discretionary language ought to be restricted?

The National School Boards Association has become increasingly wary of the boiler plate language found in many pieces of legislation which allows the Secretary, Assistant Secretary, and/or Commissioner to promulgate regulations "as he deems necessary." Our expriences with the Emergency School Aid Act, found in Title VII of P.L. 92-318, is a typical example. The law is eighteen pages long; the regulations on the basic grant provision alone are fifty-five pages long. In addition, the Office of the Assistant Secretary has promulgated application forms and assurance forms on this section as well as regulations and guidelines on various set-aside provisions of the act. When we talked to Office of Education officials about the need for their authority for some regulations, we were told that in their best judgement, it was necessary and they needed no further legal authority than the boiler plate language which I referred to earlier. For example, the law calls for the naming of an advisory group in a school district to be broadly representative of parents and students. The Office of Education unilaterally decided there should be two advisory committees: one made up of students, and another made up of *organizations*. Several school districts had had parental councils already in place as a regular mode of developing community support were told that they would have to set up two new committee structures in order to be eligible for funding under this program.

3. Regarding H.R. 5163, the Educationally Disadvantaged Children's Act of 1973,

A. Do you foresee any general difficulties in administering the testing proposed in that bill?

While H.R. 5163 has some excellent provisions, especially those relating to the requirement of local school districts to set up a system whereby funds for programs are directed to the educationally disadvantaged, there are several difficulties with the administration of the program at the national level. Criteria reference testing is a valuable tool, however, we are worried if that tool is developed by a national commission. In effect, this commission will be setting standards and norms for the entire United States (albeit, only in reading and mathematics) regardless of national or local differences. We ask what will happen to our system of educational diversity? What will happen to cultural differences such as may exist in the black communities? In addition, that commission can make decisions and can walk away from the results. They do not have to implement the program, nor are they held responsible for any mistakes they might make. Compare this to a local elected board which is ultimately responsible to the voting populace for its mistakes.

B. Do you have any suggestions as to the makeup of the National Commission on Educational Disadvantaged?

See Question Four for answer.

4. Regarding your suggestion that National Advisory Councils should have designated seats for major education interests.

A. Why do you feel that this proposal is necessary?

B. Do you feel that your organization is not presently well represented on such councils as the National Advisory Council on Equality of Educational Opportunity?

By and large, national advisory councils could perform a valuable function. Our experiences in the past have lead us to believe that they are little more than rubber stamps to those who operate the program. The selection of members to such councils willing to serve is a matter of political reward. Rarely are independent voices allowed on such committees. Appointments are screened by the Office of Education, the Department of Health, Education and Welfare and the White House. When HEW officials are contacted about committee appointments, they point to the language of the law which only requires broad representation. One means of resolving this problem is to require the President to name one member of the national commission from a panel of three submitted by each of the major national education associations. In addition, the President, could have the authority to name several of his own appointments, irrespective of any recommendations. Thus, for a 15 man board, 12 would be selected by the President from 12 different three-man panels submitted by the organizations and three selected separately by the President.

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

MONDAY, MARCH 19, 1973

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:10 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (Chairman of the Subcommittee) presiding.

Present: Representatives Perkins, Mink, Lehman, Meeds, Mazzoli, Quie, Steiger, Kemp, and Huber.

Staff members present: Donald M. Baker, chief clerk and associate counsel; John F. Jennings, majority counsel; Charles W. Radcliffe, minority counsel for education; Christopher Cross, minority legislative associate; and Eydie Gaskins, special assistant.

Chairman Perkins. The committee will come to order.

I am glad to welcome the Secretary of HEW, Dr. Weinberger, before the committee. To my way of thinking, the continuation of our elementary and secondary education programs is one of the most important issues the Congress will deal with this year.

I understand that the Secretary must leave here at 12:30 p.m. today. We will do our best to move along and let as many members as possible interrogate the witness before that time. We will allow each member to interrogate the witness for 10 minutes, and then go around a second time, if possible.

I believe, Mr. Secretary, that you have a prepared statement?

STATEMENT OF HON. CASPAR W. WEINBERGER, SECRETARY OF HEALTH, EDUCATION, AND WELFARE, ACCOMPANIED BY DR. SIDNEY P. MARLAND, JR., ASSISTANT SECRETARY FOR EDUCATION; DR. JOHN OTTINA, ACTING COMMISSIONER, OFFICE OF EDUCATION; AND STEPHEN KURZMAN, ASSISTANT SECRETARY FOR LEGISLATION

Secretary Weinberger. Yes, sir.

Chairman Perkins. Do you want to read your statement, or will you summarize it?

Secretary Weinberger. I thought I could probably summarize it. There are some important points in it that I would like to make, Mr. Chairman, and we do want to show a couple of charts to go through the formula.

Chairman PERKINS. All right, you may proceed, Mr. Secretary.

Secretary WEINBERGER. Mr. Chairman and members of the subcommittee, it is a pleasure to have the opportunity to appear before you today to discuss and present the administration's proposed Better Schools Act of 1973, which is being transmitted to Congress today for introduction, and ranking minority member of this subcommittee, Alphonzo Bell, will formally introduce it. The bill and summaries are now physically before you. This is the third consecutive year that an education revenue sharing proposal has been before the committee for your consideration. This proposal is of major importance to elementary and secondary education, and is of central concern to President Nixon in his efforts to reform and revitalize the structure of government in the United States.

In his 1973 State of the Union Message on Human Resources, the President declared:

> Rather than stifling initiative by trying to direct everything from Washington, Federal efforts should encourage State and local governments to make those decisions and supply those services for which their closeness to the people best qualifies them.
>
> The President went on to say that:
>
> 1973 must be a year of decisive action to restructure Federal aid programs for education. Our goal is to provide continued Federal financial support for our schools while expanding State and local control over basic educational decisions.

The concept of revenue sharing is not new; it was advocated by both Presidential candidates in 1964 and in both major party platforms in 1968. What is new and revolutionary is that this administration has enunciated an overall strategy—embracing general return of tax revenues to the States and special revenue sharing in a number of areas of special national concern. In each of these proposals, we evoke the spirit and the substance of self-determination—to preserve it where it exists and to create the conditions for its reemergence where it has disappeared.

Self-determination is the hallmark of revenue sharing. The first step—general revenue sharing—has already been taken with the passage of Public Law 92–512, and the recipient State governments may use their share of revenues for any purpose; local governments may apportion their funds among the statutorily designated priority expenditures on the basis of the highest priorities of their citizens. They are no longer caught in a Federal straitjacket which assumes that what is good for one State is equally beneficial for another.

Although education is not included as a priority expenditure for local governments, under general revenue sharing it is a permissible use of State government funds, and State Governors have indicated that they intend to devote State shared revenues to support elementary and secondary educational systems.

In addition to general revenue sharing, the President has proposed special revenue sharing in four areas designed to correct the complex and often inefficient way in which Federal assistance is provided. These proposals, taken together, would consolidate more than 70 existing categorical programs in all areas of government into four broad systems for Federal sharing of revenues with States and localities. In education, urban community development, manpower, and law enforcement.

The Better Schools Act introduced today exemplifies President Nixon's strategy of governmental reform. It would redefine the Federal role in elementary and secondary education which has become more necessary with the passage of each new categorical program.

TREND TOWARD CATEGORIZATION

If we review the history of Federal education programs, we see that, as each problem area was separately discerned and defined, Congress responded with a separate educational program. The categorical approach dates back to 1917 and the Smith-Hughes Act, the first vocational education legislation. In 1958, the National Defense Education Act continued and expanded the categorical pattern of Federal aid. In response to national concern for strengthened curricula in science, mathematics, modern foreign language, the NDEA established a series of programs designed to encourage more young people to pursue studies and acquire skills in fields considered vital to national defense.

In subsequent years, a broader range of national educational needs was identified and Congress passed in rapid succession a series of laws providing special help for the disadvantaged and the handicapped, to train more teachers, to modernize vocational and technical education, and to provide more books, equipment, and technology.

Clearly, these programs have had a profound impact on America's educational system. But there is a question as to how many more can be added to the existing structure without swamping it completely. Moreover, at least 26 other agencies also administer categorical education programs.

In theory these programs offer the potential for significant support of local superintendent's programs, but guidelines, regulations, reporting and matching fund requirements ensnarl the educator in time-consuming trivia counterproductive to his major goal of education. There are so many other problems caused by the proliferation of categorical programs:

(1) Comprehensive, coordinated planning is made difficult because of our present piecemeal system of Federal aid.

(2) The grantsmanship syndrome often makes it impossible for a smaller, poorer school district to apply for or receive much-needed aid.

(3) There is little latitude under the present grant system to meet community needs.

(4) The inflexibility of Federal programs means money is spent on programs which have outlived their usefulness or that simply are ineffective, while funds for new and creative ideas connot be obtained.

Problems with the categorical approach to Federal aid are equally apparent at the State level where the paperwork required is really staggering. States often establish separate units to do this work for programs and projects that are federally funded, because of requirements for individual auditing and reporting. These units and their personnel are counterparts on a smaller scale of the units that administer the programs in the Office of Education.

State education officials frequently work more closely with various units of OE than with their own agencies, often managing their Federal funds in isolation from State resources available for the same purposes, and isolated, too, from other federally assisted state programs.

At both the State and local levels, the paperwork involved in individual grant applications sometimes results in administrative costs that may almost match the amount of the eventual grant—if, indeed, a grant is received at all.

CATEGORIZATION RESULTS IN WASTE

The present proliferation of categorical programs produces a correspondingly wasteful impact on the Office of Education itself. To give you some idea of the paperwork generated at the State and local levels which flows into the Office of Education, I have brought with me this morning the State plans of Kentucky and Minnesota for the programs we propose to fold into the Better Schools Act. And several hundred men and women are necessarily assigned reviewing these mounds of paper that the Office of Education is confronted with, when all State plans are in. This constitutes an expenditure of man-hours which is largely wasted since: (*a*) Most of this review is essentially sterile, a matter of checking to see that all is in order; (*b*) Instead of supplying data which can be used to evaluate and improve a State's performance, the information provided frequently amounts to no more than a pedestrian collection of routine program descriptions, and assurances that Federal requirements are being met, and voluminous statistics of doubtful worth; (*c*) The time required to shuffle those documents reduces the amount of time and manpower which the Office of Education might otherwise devote to worthwhile technical assistance to States and local agencies, just as the time spent preparing them reduces the capacity of State officials to contribute to statewide planning efforts.

It is really remarkable that despite these handicaps, most of the existing categorical programs have had some notable successes in achieving their original purpose. I believe there may always be a need for some narrowly defined programs targeted at meeting special needs. But it is time we ceased creating new programs to meet every problem, even when programs already exist to meet it.

It is time we terminated those programs which have served their purpose.

It is time that Congress ceased trying to act like a national school board, telling States and communities in great detail what they should spend and how.

It is time we returned to the historic principle of diversity and freedom in education that is as old as America itself.

HOW THE BETTER SCHOOLS ACT WOULD WORK

I want to turn now to the details of our legislation. The program that we are presenting this morning represents our basic proposal, one which we believe will provide better delivery of Federal funds for elementary and secondary education. The formulas are complex and it is perfectly possible and reasonable that this committee will identify desirable changes that should be made in them. The specific formula however is not the most important feature of the bill. Certainly one of its special characteristics is the amount of freedom that it provides to States and local school districts to receive and use Federal funds in ways that best meet the educational needs of our children.

The most important feature of the Better Schools Act is the comprehensive new program it would authorize for education of the disadvantaged. This program would: (*a*) Concentrate spending to provide a substantial expenditure for each disadvantaged child served; (*b*) Direct the funds to schools with high concentrations of eligible children; and (*c*) Restrict the use of three-fourths of the funds to instruction in basic skills.

1. THE ALLOCATION FORMULA

The allocation formula has three basic provisions: (*a*) A provision which allocates the funds for pupils whose parents reside on Federal property; (*b*) A provision which allocates the funds for the education of the disadvantaged; and (*c*) A provision which allocates funds simultaneously for vocational education, education of the handicapped, and supporting services and materials. This chart is now being shown for your assistance.

In practice, this is how the allocation from Federal to State level would actually work. From the total amount appropriated, an amount attributable to the presence within the school districts of pupils whose parents reside on Federal property would be passed through directly to the districts enrolling the students. These funds would be available for any educational activity.

Next, up to three percent of the remaining appropriation would be reserved by the Secretary for programs in outlying areas (Puerto Rico, Guam, the Virgin Islands, American Samoa, and Trust Territory of the Pacific Islands), and for payment to the Secretary of the Interior for the purpose of meeting educational needs of Indian children served by Department of the Interior schools.

After these sums have been deducted, 60 percent of the remaining appropriation would be allocated for the education of the disadvantaged and the remaining appropriation would then be allocated as follows: (*a*) Forty-three percent to vocational education; (*b*) Forty-one percent to supporting services and materials; and (*c*) Sixteen percent for education to the handicapped.

Funds for vocational education, for education of the handicapped, and for supporting services would be distributed among the States in proportion to the number of children age 5 to 17 who live in each of those States.

Funds for education of the disadvantaged would be distributed according to a separate formula based on the number of poor children in the State, and an expenditure index for that State. The expenditure index would reintroduce the idea of a "critical mass" of funds for a compensatory education program. Of course, basic educational expenditure funds vary widely from State to State. Accordingly, rather than impose an unrealistic uniform national figure, we have constructed the following index: for each poor child a State should receive 35 percent of the average State or 35 percent of two-thirds of the national current expenditure per pupil, whichever turns out to be higher. The introduction of the national figure allows us to provide a substantial expenditure even in those States whose own expenditures are low.

For the education of the disadvantaged, the State is entitled to an expenditure index for that State multiplied by the number of children who are from families below the poverty level, and we are using 1970 census figures for that purpose. We intend to use the so-called Orshansky criteria which allow for the distinction between farm and nonfarm families and among families of different sizes.

That then would be the basic distribution: (*a*) Funds for pupils who live on Federal property are distributed in proportion to the number of pupils who live in each State; (*b*) Funds for education of the handicapped would be distributed in proportion to the number of children aged 5 to 17 who live in each State; and (*c*) Funds for education of the disadvantaged, the biggest part of the program, would be distributed in proportion to the numbers of poor children multiplied by the expenditure index for that State.

The remaining parts of the formula deal with distribution of funds within the States, and as we have noted, funds for children who live on Federal property would be passed through directly to the district in which these children reside. Funds for the handicapped, vocational education, and supporting services would be distributed at the discretion of the State in accordance with plans the State draws up under an open planning process.

Funds for education of the disadvantaged must be passed through to local districts but here, too, we are retaining the concept of a critical mass expenditure for compensatory programs. Each State is paid according to an expenditure index.

We expect the States to spend an amount equal to that expenditure index on each child enrolled in compensatory education program. If the total appropriations are insufficient to fund programs for all eligible children, then the State would fully fund their most disadvantaged districts first, and these are the districts that have either 5,000 or more students from poor families or 15 percent or more of enrollment consisting of children from poor families. We require that States first use their moneys fully to fund these districts. If funds are left over after heavily concentrated districts have been paid, States would rank the remainder by the number or by percentage of poor children and make payments until funds are exhausted.

Our proposal provides that in fiscal 1974, each State and each district would be held harmless in the funds it receives for its educationally disadvantaged children at 100 percent of its fiscal year 1973 title I payment level, except for funds for institutionalized handicapped, which would be provided in the handicapped allocation.

For the purposes of counting disadvantaged children, our bill provides that a child from a poor family transferred from a school enrolling a majority of children from poor families to a school enrolling a minority of children from those families would be counted twice for the year following his transfer.

Chairman **Perkins**. I don't want to interrupt, but you have repeatedly referred to the so-called 'hold harmless" provision in your bill. Your bill provides that no State shall receive less title I moneys for fiscal year 1974 than it received during the fiscal year 1973, but after fiscal 1974—using your language—there is no "hold harmless" provision in your bill. Therefore, districts like mine and many others in Southern States could lose a large amount of title I money because of population shifts.

Now, if my statement is not correct, please correct me, Mr. Weinberger.

Secretary **Weinberger**. Mr. Chairman, the 1975 levels will obviously depend entirely on the action of the Congress at that time in fixing the appropriation amounts.

The formulas of title I would no longer be applicable because the whole point of this bill is that we believe we should get away from the categorical aid approach and that we should use the different, freer, more flexible method of distribution.

The maintenance of a "hold harmless' clause goes out several years into the future.

Chairman **Perkins**. Let's pin it down a little more. Let's just assume we have the same appropriation for 1975. Then what would happen?

Secretary **Weinberger**. The same appropriation would bring out differences in some States and some increases.

Chairman **Perkins**. It would vary as much as 40 percent in some of the Southern States, wouldn't it?

Secretary **Weinberger**. I do not know that it varies that much.

Chairman **Perkins**. Just answer my question point blank.

Secretary **Weinberger**. I do not know that it varies that much. The purpose is to insure that we have a much higher concentration of Federal funds for this purpose in the areas of greatest need where the concentration——

Chairman **Perkins**. Go ahead with your statement. I just wanted this brought out more clearly since you mentioned the provision several times.

Secretary **Weinberger**. We believe that after fiscal year 1974 the new program should take effect fully.

2. TRANSFERS AMONG PURPOSES OF ASSISTANCE

The State would be permitted to transfer up to 30 percent of the funds available for education of the handicapped and vocational education into any other areas, except impact aid. Additional transfers above the 30-percent level for those two purposes would be permitted if a State demonstrated to the satisfaction of the Secretary that such action would more effectively achieve the purposes of the act.

The supportive services funds are even more flexible at the State level than funds for any of the other purposes. They can be used by States for their own priorities. Further, we propose 100 percent transfer authority which would allow States to move supportive services funds into the disadvantaged, handicapped, or vocational earmarks at their discretion.

3. OPERATION OF THE PROGRAM

For each State which desires to participate under the act the chief executive officer, the Governor, would be the State agency responsible for administration of shared revenues, except where he finds that under State law, a specified single State agency is the agency responsible for such administration.

4. PARTICIPATION OF NONPUBLIC SCHOOL CHILDREN

The bill also provides that, except where prohibited by State law, the State would provide for the equitable participation of children enrolled in nonpublic elementary and secondary schools in the disadvantaged, handicapped, vocational, and support services areas. Where existing State law does prevent the participation of nonpublic schoolchildren, the Secretary would arrange for those children to receive similar services and would pay for the services from the State's allottment.

Title to and control of funds received and of equipment purchased would remain in public hands.

5. CIVIL RIGHTS

In the civil rights area, the bill provides that revenues shared with States and local districts under the act would be subject to the nondiscrimination provision of title VI of the Civil Rights Act of 1964 with regard to race, color and national origin, and title IX of the Educational Amendments of 1972 with regard to sex.

REACTIONS TO THE BILL

As you know, Mr. Chairman, even before the details of this legislation were revealed, there was a volley of criticism about the proposals. In part, the opposition centers around some very real concerns which we are convinced are not really justified, but which nevertheless are understandable.

For example, it has been claimed that the traditional Federal focus on providing special educational opportunity for the disadvantaged would be lost under this proposal. We believe that is simply not true.

The Federal commitment to the disadvantaged is maintained and strengthened through the Better Schools Act. The bill prohibits shifting funds away from this purpose; it requires that all funds for the disadvantaged, except those for State programs for migrants and the neglected and delinquent are passed through directly to the local school district by formula, and others go to the States for their distribution in accordance with State plan.

It would require full comparability on basic expenditures among schools within a district and defines low-income families so as to take into account local conditions under that Orshansky formula, so that funds would flow to districts most in need of them.

Another area of concern about the legislation involves civil rights protection. As I have mentioned, we have provided that the nondiscrimination of title VI of the Civil Rights Act and title IX of Education Amendments of 1972 will apply to programs and activities funded under this bill. We believe this safeguard would provide full civil rights protection.

Some critics have argued that there is not enough money in the President's budget for this legislation. I think that indicates a misunderstanding of the proposal. It is not intended to be a general aid to education bill. It is for these particular purposes that have always been identified as high Federal priority.

The President's budget for fiscal year 1974 contains a breakdown of the existing formula grant programs consolidated by this proposal and in proposing the Better Schools Act, we are proposing a process, a method of disbursing Federal assistance to elementary and secondary education, rather than a new categorical program with a fixed authorization. Related to this is the reaction that "present programs would be more effective if they were fully funded; then there would be no need for a bill to replace them." At first glance, this argument might appear to be one of some appeal, but its appeal rests on continuation of the current grant structure. It ignores the obvious complexities and difficulties which Federal categorical programs pose for school administrators. In fact, full funding of the programs would not eliminate the need for this proposal. It would become more urgent, if we were to save the elementary and secondary education system from strangulation by Federal red tape.

Finally, criticism of this legislation springs in large part from a conviction that State and local school districts are simply incapable of administering shared funds responsibility. This conviction is the regrettable result of a self-fulfilling prophecy.

For too long, this Government has operated from the viewpoint that State and local governments are too weak to carry public burdens. Then to make sure that the prophecy comes true, Federal programs consistently undermine State and local governments. We think it is time for quite a different prophecy.

CONCLUSION

We have learned a great deal in recent years, and the lessons of bureaucratic fragmentation in education programs should not be lost. Clearly, remedial action is an urgent priority if we are to make Federal aid to education more responsive and less cumbersome. We are seeking nothing less than a new definition of the relationship between the Federal Government and State and local governments—one which responds to present educational needs and anticipates the needs of the future.

The special revenue sharing approach which we will follow in education stems from a desire to serve people better, not to ignore the needs of those whom our programs were designed to serve. Our goal, as the President affirmed in his State of the Union Message on Human Resources, is "compassion that works—not simply compassion that means well." We believe that the Better Schools Act will work, and work better than the existing mess which has grown from compassion that simply means well.

Mr. Chairman, I would like to have Dr. Ottina, who is accompanying me along with Dr. Marland and Stephen Kurzman, present the formulas in a little more detail, and then we would be glad to take your questions.

[The charts referred to follow:]

BASIC FORMULA

I. SAFA
  Local share of cost of educating children residing on Federal property
II. SET-ASIDE OF 3% FOR OUTLYING TERRITORIES
III. DISADVANTAGED—60% OF REMAINDER
IV. OTHER PRIORITY AREAS—40 percent
  Handicapped—16 percent
  Vocational education—43 percent
  Supporting services—41 percent

FORMULA ALLOCATIONS UNDER EDUCATION SPECIAL REVENUE SHARING

I. TOTAL FUNDS (ESTIMATED)
  Fiscal year 1974—$2,771 MILLION
II. DIRECT FEDERAL OBLIGATIONS
  A. SAFA "A" payments:
    —Formula=Number of children residing on Federal property×0.60×State average expenditure per pupil
    —Estimated cost is $194 million in fiscal year 1974
    —Passed through directly to LEA's
  B. Set-aside of up to 3 percent for outlying territories (Virgin Islands, Guam, American Samoa, Trust Territories of the Pacific, Puerto Rico)
III. NATIONAL PRIORITY ALLOCATIONS
  A. Disadvantaged
    1. Funding level=60 percent of remainder
      —Fiscal year 1974=$1,500 million
    2. State share
      (a) State payment=Number of poverty children×expenditure factor
        —Poverty children based on Orshansky Count
        —Expenditure factor=0.35×(average State or two-thirds national current expenditure per child, whichever is higher)
        —Proration provides for less than full funding
        —For fiscal year 1974 no State will receive less than 100 percent of its fiscal year 1973 title I payment, less allotment for the handicapped (which will be in handicapped earmark)
        —No State will receive more in fiscal year 1974 than 150 percent of its fiscal year 1973 share
      (b) State compensatory programs taken from State share
        —Migrants
        —Neglected and Delinquent
        —Cannot exceed expenditure factor per child
    3. Payments to LEA's
      (a) Priority districts (5,000 poverty or 15 percent) paid on the basis of number of poverty children × expenditure factor prorated in case of insufficient funds
        —Double counting for low-income students transferred from high- to low-concentration schools
      (b) For excess distribution, LEA's ranked on basis of numbers or percent of poverty children, and paid on basis of rank order
      (c) No LEA can receive payments of less than $10,000
      (d) For fiscal year 1974, no LEA will receive less than 100 percent of its fiscal year 1973 title I ESEA payment
    4. Use of funds by LEA
      (a) Must spend at expenditure factor per participant
      (b) Must concentrate at school or grade level on basis of proportion of educationally disadvantaged students determined by poverty or testing measures
      (c) 75 percent of funds must be spent for basic language or mathematical skills

III. B. Other priority areas (handicapped, vocational and supporting services)
  1. Total amount available
    —$1000 million for fiscal year 1974
  2. State distribution on basis of State's portion of national total of children aged 5–17
  3 Distribution among categories (roughly comparable to fiscal year 1973)
    —Handicapped—16 percent
    —Vocational education—43 percent
    —Supporting services—41 percent
  4 State distribution to LEA's
    —State determines local needs

Dr. Ottina. Thank you very much. I would like now very quickly to take each of the three areas described. For the SAFA, we have the number of those residing on Federal property and take 6 percent of the State average expenditure per pupil.

This 60 percent represents the amount that is shared nationally when looked at in terms of local and State responsibility in the revenue package. This would be taken immediately from the appropriations level in 1974 that request is $2 billion 771 million.

Chairman Perkins. Back in 1954 we wrote into the law a provision giving the States the right to go to one-half of the national average. In some States there was as much variance as $18 in Mississippi to several hundred dollars in other States.

In your formula you have eliminated the right of the States under the impact aid legislation to go to one-half the national average. In other words, it is one-half of the State average, am I correct?

Dr. Ottina. You are correct, Mr. Chairman, the rationale being that we are proposing to reimburse the localities, and that we are trying to reimburse them at that level which they themselves are expending, and that this is best approximated by the State average.

We would therefore propose to use the State average.

Mr. Meeds. Mr. Chairman, may I ask a question at that point? Wasn't one of the major tenants of the impact aid legislation, that where people were required to be in a certain area, the Federal Government had some obligation to see that there was quality education. It might in many instances require more than just the local average or one-half of the local average. Where children were transferring in and out of schools a number of times during their educational career, this caused educational problems, and more was required than just the local average in some instances?

Dr. Ottina. Mr. Meeds, we are not taking the local average. We are taking the State average.

Mr. Meeds. Or State average. Do you deny what I say was one of the basic tenants of the initial impact aid concept?

Dr. Ottina. I am not familiar with it. I do not know.

Mr. Meeds. How long have you been in the Office of Education, sir?

Dr. Ottina. 2½years.

Mr. Meeds. And you have never heard that theory advanced?

Dr. Ottina. I have heard of many theories advanced.

Mr. Meeds. Have you heard of that theory advanced?

Dr. Ottina. No.

Mr. Meeds. Thank you, then you could not be expected to know.

Dr. Ottina. The amounts that would be so derived could be passed on directly to the local educational agency experiencing the number of children who reside on Federal property. So, this would be what we are proposing.

Secondly, from the amount that would be remaining, we would set out 3 percent as a set aside for the outlying territories. In the case of $2,771 million approximately $75 million is to be distributed to these areas.

Chairman PERKINS. Right at that point, you are approximately $200 million short of the present payments to "a" children?

Dr. OTTINA. No, sir. That is not correct.

Chairman PERKINS. Present payments are now over $200 million, and you have cut them down from $200 million to $141.

Dr. OTTINA. No, sir. This number is 194.

Chairman PERKINS. Am I correct that present payments are over $200 million?

Dr. OTTINA. They are approximately $210 million presently.

Chairman PERKINS. So you are cutting back "a" children there by some $10 million to $15 million, am I correct?

Dr. OTTINA. Under this formula, it would have that effect.

Chairman PERKINS. All right. Go ahead.

Dr. OTTINA. We would take from the remaining moneys first 60 percent for the disadvantaged earmark, which under this appropriation request, would yield about $1.5 billion, and we would then distribute it to the States on the basis of the number of poverty children times the expenditure factor.

The expenditure factor that we are proposing is 35 percent of the average State expenditure or in the cases of those States which have low expenditure factors, two-thirds of the national average expenditure.

We have chosen this because we have felt in the past, and do still feel, that it takes additional resources to make a difference with the disadvantaged, and our experience is that we need to provide about 35 percent additional resources per child. This would about come to a national average approximating $300 per child.

Chairman PERKINS. Dr. Ottina would you be willing to suggest to the Congress that we write into permanent law your so-called "hold harmless" provision that no state will receive less than it did for 1973 for the life of the legislation?

Dr. OTTINA. No, sir. I personally would not.

Chairman PERKINS. Why not?

Dr. OTTINA. I would feel that would be an injustice to many States who have experienced large growth in population and changes in shift of population in those children we call disadvantaged.

So any fixed funding level——

Chairman PERKINS. What are we going to do with the disadvantaged in areas like many of the southern states where we have these on-going programs.

Are we going to jerk the rug out from under them because the population shifts?

Dr. OTTINA. If you will permit me, Mr. Chairman, I believe you will see our proposal provides for a transition period, and then for the concentration of resources on those districts that have the highest levels of disadvantaged.

Chairman **Perkins**. Go ahead.

Dr. **Ottina**. We would then, after computing this for each State, allocate the funds to the States relative to their share of this amount of money. If the disadvantaged earmark is less than fully funded, we would proportionately reduce each State's entitlement.

As the Chairman noticed, we are proposing that for 1974, the state be held harmless at the 1973 level less that portion which is used for handicapped children. From the State level then we would ask each State to look at the problems that it has with regard to migrants and neglected and delinquent children.

It would be permitted to withhold these amounts from the distribution of local educational agencies to account for these two groups, with the provision that the amount per child could not exceed the per child factor that it originally received.

Mr. **Meeds**. The present law is that they must spend Federal money on migrants.

Dr. **Ottina**. There is in the title I program today a migrant's program, and we are asking the State to look at the problems of the migrants within its boundaries to determine which LEA have the problem and to fund those.

Mr. **Meeds**. A simple question, Dr. Ottina. Under present laws, states are required to spend certain sums for migrants, are they not?

Dr. **Ottina**. Yes, "required" somewhat bothers me.

Mr. **Meeds**. And also, if it is a congressional act, it bothers you, is that right?

Dr. **Ottina**. No, it bothers me in a sense that we have had a difficult time obtaining counts on migrant children, so the degree that you say "required" is not effective in the same amount in various States.

Mr. **Meeds**. Certain sums are required to be spent on migrant children, are they not, under present law?

Dr. **Ottina**. Yes.

Mr. **Meeds**. Under your proposal, certain sums are not required to be spent on migrant children, is that correct?

Dr. **Ottina**. Yes.

Mr. **Meeds**. And also on neglected and delinquent children?

Dr. **Ottina**. That is correct.

Mr. **Meeds**. The same thing obtains; certain sums are now required to be spent and under your proposal, they will not be required to be spent?

Dr. **Ottina**. Your word "required" bothers me because in the case of delinquents, they are allowed, under present law, to fund the delinquent institutions that they have under their jurisdiction, just as we are proposing here, but "required" is a little bit stronger statement than even in the present law.

Mr. **Meeds**. They do not get the money if they do not spend it for that, isn't that correct?

Dr. **Ottina**. That is correct.

Mr. **Meeds**. So if they spend it, they must spend it for delinquent and neglected children?

Dr. **Ottina**. Yes.

Mr. **Meeds**. And under what you are proposing, that is not true?

Dr. OTTINA. They must spend the money in the area of disadvantaged or they shall not receive it.

Mr. MEEDS. But there is no requirement that any money be spent on neglected or delinquent children, is there?

Dr. OTTINA. That is correct.

Mr. MEEDS. Thank you.

Dr. OTTINA. Now, from the State, then, we move to the payments under the disadvantaged category to local educational agencies. What we are proposing here is that within the State a priority would be established for districts which have 15 percent or more of their school population meeting the criteria of poverty or 5,000 children.

These would become the priority districts, and those districts would be required to be funded by the State educational agencies first.

Chairman PERKINS. Let me see if I understand you there. You state that in your bill there is a requirement for concentrating disadvantaged funds among school districts within the States, since you only provide the same level of funding for the title I disadvantaged category as was received this year, $1.5 billion.

How many school districts will be eliminated from receiving title I funds? Would it amount to eliminating two-thirds of the school districts under that proposal?

Dr. OTTINA. I cannot answer the precise question you have asked. I can give you an answer to the question that I think is very similar.

Chairman PERKINS. A lot of them will be eliminated, will they not?

Dr. OTTINA. Some will be. Nowhere near two-thirds, Mr. Chairman.

Chairman PERKINS. What percentage, in your judgment, will be eliminated?

Mr. OTTINA. We are presently serving approximately 6.1 million children under title I program today. We would estimate slightly in excess of 5 million would be served under the concentration requirements we are proposing in this bill, so that would be about 15 to 20 percent of the children that would be eliminated.

Chairman PERKINS. How many school districts would be eliminated?

Dr. OTTINA. We do not have the complete analysis to answer that question in the form that you ask it. We will be trying to estimate that number. As you see, it depends upon each school district's ability to meet the high concentration.

Chairman PERKINS. I do not see how you could have arrived at that figure if you did not know the number of school districts that would be eliminated, unless you just arrived at an arbitrary figure.

Dr. OTTINA. We do not have it detailed to the particular school districts. We will very shortly.

Chairman PERKINS. Go ahead with your explanation.

Dr. OTTINA. We are also proposing that in the determination of payments from the State to the local educational agency that we allow those students who are moving from high concentrations of poverty schools be counted double.

This would provide an incentive for the movement of children in different school environments.

Chairman **Perkins**. Now on that point, if you provide a double count in the disadvantaged formula for low-income children who transfer to schools which have higher income children, wouldn't this require every school district to conduct a survey to determine the income of each student's parents? And, wouldn't it result in school districts under court order receiving a share of these funds out of proportion to their number of low-income children?

Am I correct in that statement?

Dr. **Ottina**. It is necessary for us to know the number of low-income children that are presently there. Otherwise, we would distribute money to the state and the state to the district. We must know that.

Chairman **Perkins**. That is by school districts and not within school districts.

Secretary **Weinberger**. Mr. Chairman, you said schools under court order. The bill and formulas do not directly single out these schools for special treatment; they would be handled separately under ESA as at present.

Chairman **Perkins**. If you have a large number of black children, Mr. Secretary, that are under court order and are transferred, they are double counted, aren't they?

Secretary **Weinberger**. If they moved from a school——

Chairman **Perkins**. Therefore, they are double counted.

Secretary **Weinberger**. The court order would not be directly applied, but they would be double counted as an encouragement.

Chairman **Perkins**. Go ahead with your explanation.

Mr. **Quie**. Will the Chairman yield.

Chairman **Perkins**. Yes.

Mr. **Quie**. I am still bothered about identifying those individuals, Mr. Ottina. The money is distributed to State and county based on historical census information and AFDC.

What poverty information is used within the school to identify every child? AFDC children you know at the beginning of the year, I assume, but families don't stay on AFDC for a long time.

Dr. **Ottina**. We are not proposing we would use either the poverty level presently in title I or AFDC children. We are proposing to move to the Orshansky definition which takens into consideration the situations of family and rural area.

Chairman **Perkins** When you get that information from the census, and those children move around——

Dr. **Ottina**. It is my understanding that information is updated more frequently than the census data, that it could be updated on a yearly basis.

Chairman **Perkins**. It is not updated at the local school district level as I think your assistant there will tell you.

It is updated once every 10 years.

Mr. **Quie**. Every 10 years they give estimates, but that doesn't identify the child where he exists.

Dr. **Ottina**. You are correct. We also have entertained other ways of distributing money once we get to the school district along lines somewhat depending upon educational needs so that once you get to the area of the local district, we would, I am sure, want to consider other alternatives to the pure financial needs as well.

We are here proposing today a skeletal formula which we would be very much interested in hearing your reactions to and very much want to consider other alternatives, too.

Mr. QUIE. I am talking about that one part, and I think the Chairman was asking about it, regarding double counting.

That presumes you identified every low-income child in the school and if that low income child transfers some place else, then he is going to be double counted. I still cannot understand how you can identify every low income child.

Will you be expecting the local school district to start asking every parent what their income is and see if they are either on AFDC or below a certain income?

Secretary WEINBERGER. I think it is not so much the child as it is the school from which he moves. If he moves from one with a high concentration of poverty children to a school of low concentration of poverty children, he would be counted in the former school and in the new school and the theory is that there would be no discouraging factors.

There would be nothing designed to try to discourage such a move since it is obviously to everyones advantage to try to relieve the high concentration of poverty in the school.

It does involve a method of encouraging the transfers of students regardless of income from high concentration of poverty type schools to schools with lower concentrations of poverty.

The idea is designed to try to encourage this sort of transfer by providing that for one year, they may be counted in the high poverty school and they would also be counted where they move so that there would be nothing that would tend to discourage this kind of movement which I think everybody desires.

Mr. QUIE. Now, you are talking about schools for a minority of children at low income levels. They move from one where there is a majority of low income pupils.

Secretary WEINBERGER. High concentration and low concentration and usually it would work out that way.

Mr. QUIE. Does the law that you propose say high concentration versus low concentration or majority versus minority?

Secretary WEINBERGER. I think it says high versus low.

Mr. QUIE. Could it be conceivable that if they transferred from a school with a high concentration that was a target school to another target school with a lower concentration, they would be double counted, or would they have to only transfer outside of the target school?

Secretary WEINBERGER. No, I think they would have to go from a school that has a high or a majority concentration of poverty to one that has a low or a minority concentration of poverty students and that under those circumstances they would be double counted for one year.

Mr. QUIE. Are you saying that that low concentration of poverty is necessarily in a nontarget school, therefore, there is not title I money going to it, or could it be both ways?

Secretary WEINBERGER. No; they would be counted both ways. Each school would get it, the one to which he moved and the one from which he moved.

Mr. QUIE. The one from which he moves retains the money, but I understand there is a double counting if he moves.

Secretary WEINBERGER. That would be the double counting. The one from which he moves retains the counting and the one to which he moves gets credit for it.

Mr. QUIE. I get it. Would there be an encouragement then in that year to move as many children as you possibly could around in order to get that extra money?

Secretary WEINBERGER. We think that if there are some factors that presently discourage such movement, they would be removed.

Mr. QUIE. It seems to me that would be quite an encouragement.

Chairman PERKINS. Will the gentleman yield on this point?

Mr. QUIE. One more question on it so we can stay on this point. If you hold every State a hundred percent harmless and every school district a hundred percent harmless, how have you got any money to double count if there is any substantial shift around?

Chairman PERKINS. He holds them harmless for 1974 in this bill.

Mr. QUIE. And this double counting is for 1974, also, isn't it?

Dr. OTTINA. No; double counting would be for succeeding years, but they would only be allowed to double count for one year that movement of that child.

Dr. MARLAND. This would take effect in budget year 1975 having earned the incentive during 1974.

Mr. QUIE. Since you identify the child, would it be good then if they shifted those kids back again so they can't double count again the second year and shift another batch over there so they could double count?

Secretary WEINBERGER. This involves some kind of involuntary ability on the part of the schools to move children around at their will. What we are trying to do is remove existing discouraging factors so the move will not be discouraged.

The bill does not contemplate nor do I think there exists power in school districts to push people back and forth from one school to another in order to earn some more Federal money.

What we are trying to do is remove discouraging factors that are presently in the system for a student to move from a school with high concentration of poverty to one with a low concentration. That is the sole purpose of it.

Mr. QUIE. My children get moved around without their will, so that doesn't always apply.

Chairman PERKINS. On that point, let's get back to the court order.

It would have seemed to me, Mr. Weinberger, that the only reasonable conclusion we can come to here by this double count in the school districts under court order is that it would result in them receiving an out-of-proportion share of these funds, and the net effect would be to encourage busing.

Secretary WEINBERGER. No, sir, that is not the case. I am sorry you seem to feel this provision is tied to schools under court order.

Chairman PERKINS. You mentioned that.

Secretary WEINBERGER. No, sir, I said they were not in this bill, that they are handled entirely separately by ESA, which remains as a separate program. There is no suggestion of that kind of finding in this bill.

Chairman PERKINS. You double count them under your court order don't you? Why wouldn't that encourage busing?

Secretary WEINBERGER. Because there is nothing in this bill which encouraged the methods of transfer or anything of the kind. What we have proposed——

Chairman PERKINS. They get more money, though.

Secretary WEINBERGER. What we have proposed earlier, Mr. Chairman, was more money for school districts that were placed under court order to assist them, but at the same time as you will recall, Mr. Chairman——

Chairman PERKINS. You are a realistic individual. It won't work out that way, will it? Won't it encourage busing?

Secretary WEINBERGER. If you will recall at the same time that bill was submitted by the President, there was submitted the Student Transportation Moratorium Act, which forbade the use of Federal Funds for busing.

Chairman PERKINS. Go ahead with your statement.

Dr. MARLAND. I think one further footnote can illuminate this matter of double count a little better. There has been a disincentive to have school districts move children to improve their economic environment consistent with the Coleman study to which we give considerable weight and that disincentive resided in the fact that if a child stayed in a given qualified school, that school would get the added Federal resources. We are saying now that we are only removing that disincentive, and it is in that context that we offer this measure of the bill to remove a disincentive rather than to introduce a large new dimension that has to do with pupil transportation.

Dr. OTTINA. Mr. Chairman, may I proceed then?

Chairman PERKINS. Go ahead and proceed.

Dr. OTTINA. I believe that I was about here. The schools then would be first funded in the priority districts after those had been funded at the fact or that we had been talking about, we would then move to what remaining sums were available for other local educational agencies based upon either the percentage of children they had that met the criteria for poverty or on the numbers they had and this would be left to the discretion of the State in the order that they would rank them.

We are asking that no local educational agency receive payment if they have an entitlement of less than $10,000, and as we have talked about before, we are talking about the 100 percent "hold harmless" based on the FY 1973 Title I payment.

Mr. MEEDS. You say 100 percent. It is 100 percent of what?

Dr. OTTINA. It is 100 percent of the funds they are receiving from Title I in 1973 less the amount that has gone to the institutionally handicapped.

Mr. MEEDS. So that is not what the Congress appropriated. It is what the President budgeted, is that correct?

Dr. OTTINA. It is whatever will be paid under the continuing resolution for 1973.

Mr. MEEDS. Well, the Congress under a continuing resolution provided that they would receive which ever was lower, the Senate or the House, is that correct?

Secretary WEINBERGER. I think, Mr. Meeds, there are several different legal opinions as to the effect of the continuing resolution, and we do not have an authoritative legal opinion at this point.

The point Dr. Ottina is making is the correct one, that is, whatever is finally determined to be the level under that continuing resolution would be the "hold harmless" provision.

The President has thought of withholding or impounding funds under Title I, but there is considerable fuzziness in the language of the continuing resolution, and once that that is resolved, that is the level at which we would be "holding harmless."

Mr. MEEDS. How do you feel it is fussy, sir?

Secretary WEINBERGER. I am simply repeating what I have read in different legal opinions of the interpretation of the continuing resolution.

Mr. MEEDS. I think the legislative history is amply clear that the House and Senate both expected that the continuing resolution would apply to whichever was the lowest, the House or Senate appropriation.

Secretary WEINBERGER. I am afraid some of the President's legal advisors don't feel it is that clear, Mr. Meeds.

Mr. MEEDS. And in the event that the President's legal advisors are proven wrong, and it is held that the appropriation should be what the Congress said it ought to be, then are we to assume that it will be 100 percent of that amount?

Secretary WEINBERGER. Whenever it is determined what is the amount to be spent under the continuing resolution, the intention of this bill is that it would be 100 percent of that amount, yes, sir.

Mr. MEEDS. So, the figures on this chart which you submitted at the beginning of your testimony this morning might be subject to change because they are calculated on the President's budget rather than the appropriated amounts?

Secretary WEINBERGER. I never really like to predict what is going to come out of a final interpretation when there is different legal views on it, but the chart is made up of information presented to the President and if that interpretation changes, the answer is, yes.

Mr. MEEDS. So this may be subject to as much as $300 million or $400 million more?

Secretary WEINBERGER. I don't think there is that much variation in the interpretations of the continuing resolution.

Mr. MEEDS. Somewhere between $200 million and $400 million then, this could be increased by that much.

Secretary WEINBERGER. I am not able to answer that, Mr. Meeds, but the intention is to "hold harmless" to the amount expended under the disadvantaged program for fiscal 1973.

Mr. MEEDS. I recognize you don't want to be pinned to any specific figure, and I am not attempting to do that. What I am trying to make amply clear in these hearings is that it is the intention of the Department to raise that amount if indeed the congressionally approved or appropriated amount is what is held to be 100 percent base or the base on 100 percent.

Secretary **Weinberger**. The problem I have with that statement is that I think the whole question is what is the congressionally approved amount.

The point I am making is, that whatever is determined to be the proper spending level under the continuing resolution the amount that we are planning to use as the "hold harmless" figure for 1974.

Mr. **Meeds**. If it is decided that is $400 or $500 million more, that will be the amount.

Secretary **Weinberger**. Or if it is decided it is $500 million less, that would be the amount.

Mr. **Meeds**. Thank you.

Mr. **Ottina**. We would then require that the LEA would spend the funds accordingly, that they would spend them for each participant at the level they received them, that is in terms of the 35 percent of the State's per pupil expenditure or two-thirds of the national average whichever would be greater, that they must concentrate the funds on the basis of proportion of educationally disadvantaged students in each school and 75 percent of the funds must be spent for basic skills.

We are trying to hold to a concept of concentration and trying to hold to a concept of targeting this money on base language and mathematical skills.

Mrs. **Mink**. Mr. Chairman.

Chairman **Perkins**. Mrs. Mink.

Mrs. **Mink**. I wonder if you could give us the rationale for item C, 75 percent of the funding must be for basic language or mathematical skills. I assumed from your entire statement that the whole business of revenue sharing was to get away from categorical designations.

Why do we earmark this if the intent is to give the local educational agency freedom in determining how to spend this money?

Dr. **Ottina**. Our intent is to give them some freedom, but we have earmarked some national priority programs which we feel we have a national interest in.

One of them is the disadvantaged child. Our experience in Title I has shown us that about the level indicated here is necessary to make a difference with these children in the areas of basic language and mathematical instruction.

We have found that those levels do make a difference and those are the areas that show the problem of the educationally disadvantaged child. Therefore, we are requiring that percentage of money to be used in those areas.

Chairman **Perkins**. Will the lady yield to me?

Mrs. **Mink**. Yes.

Chairman **Perkins**. You stated that your purpose was to eliminate a lot of redtape at the local level and make it more convenient and easier for the local educational agencies in filing their applications. Now, don't you think as Mrs. Mink pointed out, that it is going to be more cumbersome than ever; that you are going to require regulation in greater lengths and in many more areas, and restrict the freedom of the local educational agencies?

I want to reiterate what Mrs. Mink pointed out. Won't that happen here under your special renewal sharing proposal to a much greater degree than the requirements that are presently required of the local educational agencies?

Dr. Ottina. Not at all, Mr. Chairman. I happened to bring with me today, in case you asked such a question, the compilations.

Chairman Perkins. What did your predecessor Mr. Richardson, mean, when he said that the States had a tendency not to abide by regulation and that you were going to require more stringent regulations than had ever before been proposed?

Secretary Richardson said that immediately before he left office.

Secretary Weinberger. I wonder, if you could let Dr. Ottina finish his explanation, you will see while we have not eliminated all 7 or 8 of the books, we will have eliminated a great bulk of them.

Chairman Perkins. Well, you are going to have regulations on those requirements, aren't you, Mr. Weinberger?

Secretary Weinberger. As a matter of fact, Mr. Chairman, what we are trying to do here in this bill is to say, yes, there are some national priorities, and we have identified 5 broad categories within one of those we have said——

Chairman Perkins. And I presume these categories were all arrived at before Mr. Richardson left the Department.

Secretary Weinberger. Well, I don't know the time sequence of that. I don't know that it is particularly important as to who said what.

Chairman Perkins. That is what he had in mind when he spoke about extending regulations.

Secretary Weinberger. We aren't interested in extensive regulations. What we are interested in is insuring that the material and studies that we have had of compensatory education are paid some attention to, and they show that if you do not have concentration of these funds on basic educational skills, your effort is largely wasted.

Chairman Perkins. I agree with you. Don't you think we ought to appropriate the money to do it?

Secretary Weinberger. That is all we are asking. But we ask at the same time that you remove a lot of unnecessary——

Chairman Perkins. Would you suggest $3 billion for fiscal 1974 for title I instead of $1.5 billion?

Secretary Weinberger. No, I don't think there is any magic to increasing the dollar, Mr. Chairman, because if you have the present system, you are going to waste that amount of money in going through the exercised required by these State plans and Federal guidelines that are on the table before you.

What we are trying to do is free the funds so it does not get diverted and diluted.

Chairman Perkins. How do you answer the question when we are only serving about 30 percent of the title I children today? How are we going to serve the other 70 percent? It will take more funds, won't it?

Secretary Weinberger. I would not agree with your figures. I think we are serving the ones we are serving not as well as we could if we simply free a lot of the unnecessary routine that is required by the States and get the dollars in a concentrated form to them.

The requirement of basic education is one for which there is substantial support in Congress.

Chairman **Perkins**. In your statement you stated that Federal revenue sharing will lead to less red tape. Under your proposal there will be red tape for impact aid districts, since their funds will now have to go through the States.

How do you reconcile that?

Secretary **Weinberger**. Because I don't think it is true. I think the fact they go through the States does not mean there is any more red tape required. These are State plans as well as Federal guidelines.

Chairman **Perkins**. Do you have your regulations prepared that you can show us?

Secretary **Weinberger**. Not under this bill, but I can tell you they will be about one-tenth of the amount that is presently in existence.

Chairman **Perkins**. Can you get these regulations up here within the next 2 weeks so we can see them?

Secretary **Weinberger**. We can get them up here when the bills are starting to move. Under our proposal I can tell you now they will be about one-tenth the size and complexity of what is presently required and that is one of the basic purposes of the proposal.

That is so more money for education can go to the educationally disadvantaged.

Chairman **Perkins**. Mr. Secretary, you stated that President Nixon wants to expand State and local control over educational decisions by enacting special revenue sharing. That is one of the first statements you made.

Secretary **Weinberger**. That is correct.

Chairman **Perkins**. Yet, almost every study conducted on title I, whether it be by your Department, the General Accounting Office, or by private groups, has shown a minimum degree of Federal control over those programs. And, these studies all urge more vigorous Federal administration in order to achieve the true objective of title I.

How then can you justify turning whatever Federal influence there is in the program over to State and local officials, especially in light of HEW accusations about the misuse of these funds as shown in your audit reports?

Secretary **Weinberger**. Mr. Chairman, it is not the misuse we are talking about. There have been some districts in that category. What we are talking about is trying to insure that the bulk of these funds go in a way that will achieve the purpose of compensatory education.

Those studies have shown that basic educational skills must be concentrated on. Dr. Marland has additional points he would like to present to you at this point.

Chairman **Perkins**. I will yield to Mr. Meeds.

Mr. **Meeds**. Mr. Chairman, I wanted to go into what you were saying. They are saying regulation will be one-tenth. In any event——

Chairman **Perkins**. We will take you out to a good dinner, Doctor, when you come up with those regulations.

Secretary **Weinberger**. We would like to see the bill first.

Mr. **Meeds**. I think we could stipulate they are going to be less at the Federal level because they are going to pass these on to the State level to make regulations.

In other words, one more layer of bureaucracy. In this regard, Mr. Chairman, I would like to point out from a recent press release of the Secretary, Dr. Marland said:

> Despite the fact that the management of Federally funded programs is improving dramatically in State and school districts throughout the country, audits continue to find Federal money being used for unauthorized services.

If that is happening under present guidelines and you are going to cut them down to one-tenth, don't you think that kind of unauthorized purposes are going to increase substantially?

Secretary **Weinberger**. I think that is one of the troubles. Your question emphasizes that kind of attitude. The problem is that the Federal Government has been going on the assumption that only it knows what is best in all of these fields.

Mr. **Meeds**. Evidently, when it provides that 75 percent of the funds must be used for language and mathematics——

Secretary **Weinberger**. Sadly, that is one of the conditions that is not presently required, but it is one of the things all studies show is essential.

What we are trying to do is eliminate the waste of forcing a lot of unnecessary authorizations at the Federal level and trying to insure that compensatory education does its job.

Mr. **Meeds**. By providing one more level of bureaucracy?

Secretary **Weinberger**. All of these programs go through the States now, and what we are trying to do is reduce the Federal role.

Chairman **Perkins**. Impact aid does not go through the State.

Mr. **Meeds**. Title I only goes through as a conduit, too. The bulk of all of these Federal funds go directly to the local school districts.

Dr. **Marland**. May I clear up one or two points. References were made to the misuse of funds under title I and I recognize Congressman Meeds' concern with it, and my statement was correct that indeed there have been misuses.

However, these misuses have to do with our effort to administer responsibly the very substantial array of regulatory conditions implicit in the present law. Only 1 percent of the total funds distributed under title I of the Elementary and Secondary Education Act over the past 7 years have been found to be in the category of audit exceptions that have been unresolveable.

Therefore, the level of irregularity is fairly small, but that irregularity itself is largely the result of an array of regulatory measures which we now feel are inappropriate and for the Federal Government to direct.

As for the 75—25, we are offering you our professional counsel as school people, not in terms again of a Federal authority coming in to dominate 75 percent must be used, on instruction in the basic skills. We are not saying you must teach this kind of reading or that kind of mathematics, but rather indicating the broad criterium of a Federal concern. I think this is a fair and just concern, if the Congress agrees that these monies should largely be used for basic academic learnings as distinct from any other thing to which title I funds in the past have been deployed.

There would not be restrictions as to what kind of reading or what kind of mathematics.

Mr. MEEDS. Dr. Marland, you and I would agree that earmarking of that money for basic language and mathematical skill is a wise thing. I am not disagreeing with that at all. What I am saying is that this program is much more categorical then title I is today.

You say to the local school district, you develop your program around what you think is the major problem of the educationally disadvantaged children in your district, and you present that program to us, instead of doing as we are right now which I suggest has much more freedom than what you are suggesting. We are saying now you develop the program but the 75 percent of it has to be this kind of a program.

That is much more categorical than what presently exists. Let's not try to fool each other. I agree that much money and much effort should be used in basic language and mathematics. There is no question about that. All of the studies show that. I agree with you when you say the studies show that.

They do. But let's not pass it off as some kind of freedom of choice program. You might want to do that. I am talking about some kind of freedom program where there is no kind of strings attached to it. This is a very categorical program.

Dr. MARLAND. I think, Mr. Meeds, we would acknowledge that while we believe seriously in the increasing freedom at State and local level, that there are some large national goals implicit in our message:

> The handicapped, which I am sure you support. The vocational education and implications for reading and mathematics, those are large global conditions, not categorical specifics.

Mr. MEEDS. Indeed, I agree 100 percent. That is precisely why Federal funds should be used on those problems.

Dr. MARLAND. We see them in that light not as narrowly categorical but broad areas of concern that Federal funds be addressed to these large national issues.

Chairman PERKINS. I recognize Mr. Quie, but first I want to say that after hearing all of the evidence that I have heard here, I agree with Mr. Meeds that we should spend not 75, but maybe 95 percent of the funds for language and mathematics.

But the whole problem contravenes what has been sold to the public in so-called special revenue.

Mr. Quie?

Mr. QUIE. Mr. Chairman, I certainly am glad that you and Mr. Meeds agree wih 75 percent of the money for language and mathematical skills, because it was indicated from all of the testimony that is the bottom figure that anybody came to us with. Many people said it should be 90 percent, and it surely surely should be higher than 70 percent.

We have been arguing about the semantics all of the time, I guess. I don't think that you ever portrayed this legislation as being "stump" money. You throw it out there and run. You give some direction to it.

Secretary WEINBERGER. That is the point I am trying to make, that what we have here is infinitely better in this proposal than what we have at present. We have not, however, in the proposal said we are going to turn this into another general revenue sharing program.

We have said there are national goals and priorities. We have tried to set those out. But on balance there will be less of the detailed requirements or the detailed application or matching funds in some program, anyone of a number of things that tend to dilute the dollars from going to actual educational purposes.

There are some left and this is one of them. We have never portrayed it as anything else. General revenue sharing we portray as having practically no strings, but this one we have said is for education and it is for broad purposes within education.

It is something that can relieve us of enormous proportions of the kind of problems Dr. Marland has eloquently described, and it is something we think will be a vast improvement.

Mr. QUIE. I think it will be a lot easier to administer and determine whether they are making achievement in language and mathematical skills than it will to buy shoes for kids.

Secretary WEINBERGER. Easier to measure and more important.

Mr. QUIE. I have questions concerning A and B. I can't see why everybody got so upset on C. I think that is great, but it should be higher. "A" you say you must expend at expenditure factor per participant. That means 35 percent of the average expenditure per public school child within the State, is that correct?

Dr. MARLAND. Or 35 percent of the national average whichever is higher.

Mr. QUIE. And it would vary. Three hundred dollars is the figure you are using and that would change to 35 percent of the factor.

Dr. MARLAND. The dollar sum over the years could change from $300 up or down.

Mr. QUIE. But it will change from State to State.

Dr. OTTINA. It will vary from State to State depending on what their average is. Some would be less than $300. Some would be more than $300.

Dr. MARLAND. We would expect a national average of around $300.

Mr. QUIE. When you go to a national average, however, there you take 35 percent of only two-thirds of the national average. Now, the factor is 50 percent of the national average.

The way I figure it, looking at 1970–71 figures, there would be only three States that would use the national average. That would be Alabama, Arkansas and Mississippi.

Dr. MARLAND. Any State would have that option over time presuming that this formula remained in force and there became a wider disparity among States than that which now prevails, and it is already quite wide, as you know. They could still have recourse to the two-thirds factor so we don't extend the present disparity and indeed aggravate the present disparity.

We are trying to close that disparity through this device.

Mr. QUIE. It seems to me you are aggravating the disparity because now we say it is going to cost for the disadvantaged at least the average of the Nation.

However, because New York made off like gangbusters the first year, we will let them continue to have their percentage of the State average, but it was estimated here in the committee that it cost a certain amount to reach a disadvantaged child whether you are in Mississippi or New York.

It is true it does not cost as much to build a building in Mississippi because they don't have to insulate it as they do in New York, but those kids are in the building anyhow.

Regarding the question of hiring competent teachers, it costs just about as much to hire competent teachers in either State. It seems to me that this is not the question.

The question is whether competency to reach those kids——

Chairman **PERKINS**. What you are doing there is striking with a double bite action. The number of pupils are fewer and disbursement of the money is less.

Dr. **MARLAND**. Dr. Ottina indicated and the Secretary declared in his original testimony you are now working on fine points for the way in which the formula will apply nationally.

This is wide open for discussion with the committee, and we are not in any position at this time to stand firmly and defend any one component of this. We think it is going to take a great deal of thoughtful discourse among our staff and committee members.

Chairman **PERKINS**. You agree that the formula is not workable if you are going to cut States back like that, won't you, Doctor?

Dr. **MARLAND**. We recognize that over time there are conditions that have changed within and among States which the formula should indeed reflect, Mr. Chairman. Whether those conditions have increased or decreased the number of eligible children, it would seem to us that Congress in its consistency would want to see to it that the money follows the children where they are.

Mr. **QUIE**. I will yield for a moment, but I want to follow this further.

Mr. **MEEDS**. I want to go into the kind of concern that the gentleman from Minnesota has stated and quickly show how it works out.

All of those States who are presently utilizing the national average and are taking one half of it will be getting about $450 this year. The national average is about $900. So they would be getting $450.

Under the formula, you take the national average, two-thirds of that and then multiply by the factor of .35 and you come up with $210. So those districts which are presently receiving $450 per child under one half of Federal formula, one half of Federal rate, would under this formula be receiving about $210 and even the office of education people are telling us something about the critical mass, $300, so your formula is woefully inadequate even by your own figures.

Dr. **OTTINA**. I think there are some misunderstandings from your statement, Mr. Meeds. We are presently spending about $220 per child, so what we would be providing here at the minimum would be about $210 per child. So we are at the very, very lowest States providing very close——

Mr. **MEEDS**. You are confusing two things, apples and oranges, if you don't mind, sir. You are talking about what is appropriated, right? What we are spending, yes. $210. That is what is appropriated. What is authorized is about three times that, right?

We are dealing here with an authorization, are we not?

Dr. **Ottina.** No, sir, we are not. We are dealing with what gets to the child.

Mr. **Meeds.** Is the proposal which you will make an authorization or appropriations?

Dr. **Ottina.** No, sir, we are not having an authorization specified in the proposal. We are suggesting that there be a required minimum expended per child, and in the particular case we are talking about here, we are showing a method of calculating the number of dollars that would get to the child.

In this case, the lowest that would get to the child under the formula that we are proposing is $210. In the present case, what gets to the child on the average is approximately $220.

Mr. **Meeds.** But you are setting a maximum by authorization which means that no more than $210 would be appropriated. The maximum now is much higher than that.

Mr. **Quie.** Let me get my time back here again because we are talking about two different things. I wanted to look at Item No. 4 because in order to get the money to the State you multiply the number of poor kids times that expenditure factor and that is 35 percent of the State average or 35 percent of two-thirds of the national average, whichever is the highest, and then you prorate it down when you don't have enough money, but when you get to the school you still have to allocate expendituure factor per child in the target schools in order to concentrate.

So, we will find all of those States that were up at the national average now only have 35 percent of two-thirds of the national average, which leaves only three States that can use the national average.

Now, you take 35 percent in a State average and again using 1970–71 figures because that is the only ones I have here on the statistics, New York's critical mass will be $479.50 Pennsylvania's critical mass or expenditure factor per participant will be $320.

You have two school districts right across the New York-Pennsylvania line. In one of them it takes $479.50 and the other one $320. That is $150 difference. It does not seem to me that it is going to cost that much north of the Pennsylvania-New York line as it does south of the New York-Pennsylvania line. When you look at this whole formula that we have been operating under since 1965 you find this the most inequitable thing possible.

I can't understand why Pennsylvania doesn't come down here protesting. How come Pennsylvania has never been here talking about this at all? I can't understand that. They have been gouged for all of these years it seems to me if you figure it costs a certain amount to reach a disadvantaged child. That is what really bothers me in the legislation that you don't have to compare Mississippi with New York.

You just compare people of the same region. Could you give me an answer on that?

Dr. **Marland.** The short answer we have already implied, Congressman Quie, is that the formula is driven by the existing cost of instruction in the States concerned, and we have, at least up to this point in our deliberations, decided to sustain that condition, letting the present cost of instruction, which is different between New York and Pennsylvania as you have cited, be the factor on which we turn the fulcrum of this formula.

There may be a bettter factor. We have not yet discovered it, lest we find ourselves with an impossible condition in removing funds from certain States, in which case this bill would be probably an unpopular and inoperative bill.

Mr. QUIE. Let me ask you about the removing of funds from certain states. When you hold everybody harmless, and you do not appropriate any more money, then it is as though we continue that ridiculous formula we have right now where you count kids who are not even in school anymore.

They are married and on the job. The ones counted in the first grade are not in school anymore. When you "hold harmless" that means you continue that. If those kids left Mississippi and went to California, why shouldn't California get the money?

If they left Alabama and went to Detroit, why shouldn't Michigan get the money?

Dr. MARLAND. There is a continuing year which I think you are describing, which we will call the transition year in which Title I funds are indeed proposed to be "held harmless".

In fiscal 1975, there will be some effect realizable from the problem you have just cited. There will be some increases and some decreases using a totally different formula, but we ask only that there be a transition year to allow for this new program to be digested and assessed as to its effectiveness with enough running time to adjust to it, rather than have this go into effect on 1 July 1973, so that the effect you are just describing, Congressman Quie, will occur July 1, 1974.

Mr. QUIE. Using this formula in 1974, when you go into 1975 fiscal year, on this subcommittee, eleven member States will receive less and five member States will receive an increase. I have noticed Members of Congress tend to look at charts when they vote.

Now, if we do not do a thing, but just extend the present law for another year, I counted up the members of this committee and 30 of the members would get increases in their States.

Eight of us would get decreases in our States. I throw this out looking at the political factor.

Secretary WEINBERGER. One thing you are doing is assuming that the 1960 figures continue to be used. When you substitute the 1970 census figures, you get quite a different result, both politically and educationally.

I think that it is important that we use the latest figures because obviously, the correct assumption is that they represent conditions more nearly as they are.

Mr. QUIE. For 1975, it is true you used 1970 census figures, but you also used the Orshansky method, and you take 35 percent of two-thirds of the national average which cuts the States back. Further, you do not tell us which poverty figure you are going to use in the Orshansky method, whether $2,000 or $3,000 or $10,000.

Secretary **Weinberger**. We can take Kentucky, for example.

In Title I, if we used 1970 data and keep the present formulas, it would move from $34 million down to $20 million. If you bring that up-to-date with our formula, it would go to $28 million. I think this is the kind of dilemma we are going to be in.

Chairman **Perkins**. We still do not want to lose that $6 million.

Secretary **Weinberger**. The problem, sir, is that we should move to the 1970 data because it does represent conditions more nearly as they are.

Chairman **Perkins**. Moving to the 1970 data, your formula is still worse than the formula in the present law, because we take into consideration the current AFDC count. The National Bureau of Standards suggested to you that you take into consideration the updated AFDC factors, the counts, which you have neglected to do.

Why don't you include that in your formula as an additional factor?

Dr. **Ottina**. The National Bureau of Standards report that you are referring to recommended that we use AFDC counts as a method of updating, not——

Chairman **Perkins**. That is right. But you don't do it.

Dr. **Ottina** [continuing]. Not as a means of determinations. The means of determination they are suggesting are the same means we are using.

Chairman **Perkins**. It does not work out that way.

Dr. **Ottina**. I believe it does, Mr. Chairman.

Chairman **Perkins**. Would you be willing to update your formula to include counting AFDC?

Dr. **Ottina**. The updating is not to count AFDC. The updating is used to reflect changes.

Chairman **Perkins**. Well, to use it as a percentage increase.

Dr. **Ottina**. The problem with AFDC that we find is that it varies so widely between States. Some State's AFDC is an overwhelming percentage of the number of children that are counted. In other States, it is practically zero.

It is very uneven between States. That is the basic reason we do not prefer that.

Chairman **Perkins**. Don't you feel that AFDC should be used as a percentage factor in disbursing funds?

Dr. **Ottina**. No, we feel the Orshansky count is a fairer test.

Chairman **Perkins**. So to that extent you want to get away from the present law.

Dr. **Ottina**. Yes.

Chairman **Perkins**. Mrs. Mink?

Mrs. **Mink**. Dr. Marland, or anyone on the staff who can answer this question, I would appreciate it. Under the current operations of our title I programs and the handicapped, vocational, and such others that you are repealing through this new legislation, can you tell us roughly the number of children or the dollars which are now being utilized under these current programs for the benefit of children attending private schools, parochial, and otherwise?

Dr. **Marland**. Under the present Elementary and Secondary Education Act, approximately 10 percent of the nonpublic school children in the United States are affected one way or another by one or more of the titles.

The distribution of moneys for title II are virtually at 100 percent effectiveness in reaching the nonpublic school children. Under title I, we have made some progress over the past 3 or 4 years and there is some improvement.

This has relied again very largely on State and local initiative, both from the nonpublic schools themselves and from the public schools. I would say that there is a fair degree of equity at this time.

We are considerably short of the full reality of all parts of ESEA reaching nonpublic school children.

Mrs. MINK. Taking into account that our current legislation allows the funds to go to the local educational agencies and therefore, avoid the conflicts in so many areas presented by State constitutions' prohibition of funding for private and parochial education, how will this legislation meet these needs since all of your funding is going through the States either directly or by a passthrough mechanism?

Dr. MARLAND. There will be a provision in our bill, if necessary, and I am sure you know we look upon this as a last resort, that if necessary the Secretary could designate a means to provide the passthrough of funds for the purposes of reaching nonpublic school children.

We have had to resort to that condition in one State this year. Virtually the same conditions would apply, but only our new bill would make the conditions applicable to all parts of the law, namely vocational education, handicapped, and so on, so that services for which the public school children are eligible shall be correspondingly provided to eligible children in the nonpublic sector.

If the States, because of their laws or their constitution, are unable to respond to this, the Secretary, under this bill, is authorized to provide the services and take the funds from that State authorization to do so.

Chairman PERKINS. Mr. Meeds?

Mr. MEEDS. I am particularly interested in your answer on that subject, Dr. Marland, because, as you probably heard, we had before the committee recently some parochial school people from across the Nation and particularly those from Missouri where we were informed by those people that beginning in October 1969, in other words, at the outset or onset of ESEA, the State board of education had adopted a policy expressly prohibiting nonpublic school children from participating in title I programs in public schools, in other words, shared time programs.

And also they were expressly prohibiting title I personnel from entering private schools during regular school hours, both of which clearly were intended under title I as a method of reaching parochial children.

Despite an attorney general's opinion from their own State of Missouri that this was incorrect, despite numbers of requests from your office, from the Office of Education, and from the Department of Health, Education, and Welfare, they are still doing this.

How is this legislation, which gives more State control, assuming that they even intermingle these funds with their own State funds, how can this ever be sorted out under these circumstances?

Dr. MARLAND. The solution or the resolution of this issue, as I see it, Mr. Meeds, would have to reside in aggrieved parties coming to the Secretary and saying, as in the case you refer to, "We are not receiving equity," in which case the Secretary would have discretion to bring redress to that situation.

In the State you cite, Missouri, we have recently acted under the terms of title III and in this case only, title III has been asked to provide externally to the aggrieved districts the resources of title III, because in all good conscience, the people who lead the public schools of that State say that they may not under their laws serve these schools with title III services.

I might add that this is not an adversary position. It is not one of a confrontation. It is one of mutually resolving what is a State law that is in conflict with Federal law, and we are proceeding with circumventing, if you will, the State authorities with their understanding and concurrence in order to deliver those services.

Mr. MEEDS. Is there some provision in this proposal you are making, and I hope you will pardon me if it is there and I am unaware of it, which will provide some kind of mechanism to completely circumvent the State with funds, because as I am sure you are at least aware, Dr. Marland, there are about 29 States which have more stringent regulations than the U.S. Constitution with regard to the expenditure of funds for private schools.

In the event that Federal funds become intermingled with those State funds, State constitutions could and certainly probably would prohibit their expenditure for private school children.

Secretary WEINBERGER. If you wish, I can read the provision we have:

> If the Secretary determines that provisions of State law prevent any State agency designated under section 9(a) from complying with subsection (a) of this section, the Secretary shall, if he finds that the state is otherwise eligible to participate in the program under this Act, permit such State to participate, but in such cases he shall (1) arrange, by contract or otherwise, for children enrolled in nonprofit private elementary and secondary schools to receive, on an equitable basis, services similar to those provided under subsection (b), (c) or (d) of section 4 to public school children within such State; and (2) pay the cost thereof out of that portion of the allotment to such State for carrying out such subsection.

Mr. MEEDS. Thank you.

Chairman PERKINS. Mr. Quie, and then I will call on Mr. Mazzoli.

Mr. QUIE. I want to get down to 4(b) now since we have gone over 4(c) and 4(a). In this case, where we have a concentration at the grade level or school level, is this the only place the school can choose to use either a poverty or a testing means of determining that concentration?

Dr. OTTINA. Yes.

Mr. QUIE. So if through that 15 percent or 5,000 children factor of getting into a school district, the school district from then on could ignore the poverty criteria entirely and go to a testing criteria, is that correct?

Dr. OTTINA. It could. It is not required, Mr. Quie, but it could.

Mr. MEEDS. Will you yield?

Mr. QUIE. I yield.

Mr. MEEDS. Are you saying only those programs would be available to those children who, by the testing, were determined to be educationally disadvantaged?

Are we now going to put dunce caps on these children? That is what we have tried to stay away from.

Dr. MARLAND. Our bill at this time does not say that, Mr. Meeds.

Mr. MEEDS. Do I understand the answer to Mr. Quie's question to imply that might happen?

Mr. QUIE. I do not think it is a question of putting dunce caps on. Am I not correct that once the money gets to the school, it is only used for educationally disadvantaged children? It is not used for poor kids whether they are educationally disadvantaged or not, isn't that correct?

Dr. MARLAND. It is used for all of the children in the qualifying schools. But you can set aside 10 poor children in a classroom and give them different treatment from the 15 others.

Mr. MEEDS. And there will be no change in that?

Dr. MARLAND. We see no change.

Mr. QUIE. The only change is that in determining the concentration of what the target school would be, you can go by test and see who is disadvantaged, rather than just by poverty?

Chairman PERKINS. If the gentleman will yield to me at this point.

Mr. QUIE. Yes.

Chairman PERKINS. I think it has been made very clear, Mr. Weinberger, that there is nothing sacrosanct about the title I distribution formula that you brought up here. There are a lot of loopholes in it, and it certainly can stand some improvement.

But my question is, how do you feel about the formula that is in the bill introduced by my good friend from Minnesota, Mr. Quie, which provides that the money be allocated to the States on a test score basis?

Secretary WEINBERGER. Mr. Chairman, I think that you have a single factor involved in that, and, while I do not want to criticize any proposal of the Congressman from Minnesota, the fact is, we believe that if you concentrate simply on a single factor of that kind, you are not going to get the overall result that we hope we would get out of these formulas.

You said it has been pretty well agreed that these formulas are not sacrosanct, and I would go along with that. We are asking for assistance and suggestions and advice of the committee.

You also went on and said that it has been pretty well agreed that there are a lot of loopholes and inequities, and we do not agree with that. We think there are formulas that will allocate the funds. They are not designed to put a dunce cap or isolate a child in a classroom.

They are designed to calculate the amount of money that will go to a State, and the basis for the design of these formulas and they certainly are subject to suggestions and proposals and improvement and all of the rest.

There is nothing that cannot be improved, but they are based on a better educational result to concentrate the funds where the concentration of children, who are most in need, exist. I do not think measuring it by one factor is the best way to do that.

Chairman PERKINS. Let me be more specific. Are you for or against the Quie test score formula?

Secretary WEINBERGER. We are for this formula, and if that involves being against Congressman Quie, I regretfully have to say we are against it.

Mr. QUIE. Mr. Chairman, since you raised my bill, I think I should be able to ask a few more questions on that. Under 4(b), it is possible for the State of Hawaii to use testing measures to distribute the money in the entire State, is that not correct, because they have one school district in the entire state?

Dr. OTTINA. That would be correct.

Mr. QUIE. That is the only State in the Union at the present time which would distribute the money based on a test score.

Dr OTTINA. Because of the unique way they are organized.

Mr. QUIE. So the money is for disadvantaged children, not for just the poor kids, isn't that correct?

Dr. MARLAND. Educationally disadvantaged. Our term so far. Congressman Quie, is dealing with economically disadvantaged. That is the formula's base.

Mr. QUIE. You distribute the money based on economically disadvantagement of the parents and you actually use the money for educationally disadvantaged. Now, using the Orshansky formula, you assume that you have to be poor to be economically disadvantaged, if you are in the farm area, as if you are in the city.

That is one assumption. The second one is that large families are more educationally disadvantaged than small families because of family size as well. That assumes that the more kids you have got, the more educationally disadvantaged you are.

Mr. MARLAND. It is a function of economics. The larger family with its higher costs is not as well off at a given level of family income—this is reflected in Orshanksy. We are not saying they are educationally disadvantaged because they are in large families.

We are saying they are economically disadvantaged because they are in large families and it requires more income to sustain them at minimal poverty level. That is what Orshanksy says.

Mr. QUIE. What you are continuing to do is distribute the money based on economical disadvantagement which may or may not be a factor in the fact that the child is educationally disadvantaged. It may be the school system or the teacher rather than what happened in the home because. Using this example, suppose a family had an income of $10,000 and the father dies. The mother goes on welfare, and therefore, stars being counted as a poverty or economically disadvantaged. Why did that child suddenly become educationally disadvantaged, and why should he be counted?

It is a bunch of nonsense. Take another place where children or a large number of them are poor, and they build a factory there. I can show that in many rural parts of this country. All of those parents then, or a large number of them, get jobs in that factory, and their incomes went up.

How did those children suddenly become not educationally disadvantaged just because their economic factor went up? That is what I am driving at. It seems to me your formula has a major purpose to see that every State gets about the same amount as they got up until this time.

That is not going to get at the problem of educationally disadvantaged in the country. As the article develops, it seems to me we ought to start counting educationally disadvantaged.

To me every child that does not reach a certain level of achievement should have additional assistance to enable them to reach their maximum potential. That is my motivation on my bill.

Dr. MARLAND. Many of your observations, Mr. Quie, as I am sure you know, are viewed respectfully by those of us in education as valid. It implies some sort of a universal measure that is better than the economic measure to identify gross patterns of educational disadvantagement.

So far the best measure we have right now is the high correspondence between economic disadvantagement and educational disadvantagement. That correspondence, I will have to say, is based upon what evidence we have and to the degree of proving it, we do have some data to demonstrate that, particularly the last 2 or 3 years.

Mr. QUIE. I would like to sit down with you with that data and show you how far off I think you are.

Dr. MARLAND. Very good. I would welcome that.

Chairman PERKINS. Let me state in that connection that since 1965 this committee and the Congress have asked the Office of Education at least three times to study the formula in the present legislation and to report back to the Congress. If I remember right, you reported back that the only sound data which could be used for the distribution of the funds is income data from the census.

The last of these reports was submitted 2 weeks ago from the National Bureau of Standards. Am I correct. Dr. Marland?

Dr. OTTINA. You are correct.

Mr. QUIE. If you will yield right there, Mr. Chairman.

Chairman PERKINS. Yes.

Mr. QUIE. When you look at that study it starts out by saying that they are not going to look at testing so they shoved that aside, and only studied distribution based on income.

They assume right away that the testing cannot work. I would like to see some tests and I hope, Dr. Ottina, you will send me additional tests because all I have seen is the Gene Glass study.

Secretary WEINBERGER. Congressman Quie, I favor very much the idea of national testing as a means of evaluating what we are doing. I think as a means of allocating the funds, and admittedly, it is a rough measure, that economic disadvantage is at this time perhaps the best we have got.

But, I certainly do not mean to exclude the use of testing, because I think the use of testing is the best way we have of determining whether what we are doing now or what we are proposing to do is going to be effective.

So, I think you have to have an element of national testing in it.

Chairman PERKINS. Now, Mr. Mazzoli? Go ahead.

Mr. **Mazzoli.** Thank you, Mr. Chairman. I bid good morning to Secretary Weinberger. It is good to see you again, and Dr. Marland, and Dr. Ottina, and the gentleman sitting next to you.

I read this morning the wide-ranging interview you had published in U.S. News and World Report last week, and it was on a great many of your responsibilities and jurisdictions, but it dealt in part with special revenue sharing.

You did indicate that the principal flagship of the special revenue sharing navy will be the educational revenue sharing. Could I reasonably assume that your Department that you, that the President has indicated this will be the one that will indicate the ability of revenue sharing, and in a special sense to make a dent in this whole program that has been outlined as a new federalism?

Secretary **Weinberger.** Yes, Congressman, we would believe that this will enable children in the special fields of national concern, and we emphasize that this is not a general education bill, we believe that it will enable children in special fields of national concern to have a better educational result than is the case at the present time.

That is the whole purpose of submitting it, and it is a key part of the administration educational program.

Mr. **Mazzoli.** Would I be, therefore, fair in assuming that a special effort will be made by you and by your associates to assist the committee in trying to find out precisely what this does, the net effect, in order to see if some tailoring or changes or adjustments might be provided which will allow this to——

Secretary **Weinberger.** That is a correct assumption, and that is why my statement carries the paragraph to the effect that this is submitted as an administrative proposal. We recognize that there are changes that can be desirably made perhaps in some of the formulas and some of the details.

We also emphasize in that statement the fact that we believe the move to this kind of a structure and procedure is a far better one for allocating the Federal funds that are used, but we certainly don't feel, as we have said many times, that the detailed applications of the formulas are correct, necessarily.

We believe that they are good. We would not have presented them to you if we had not. Certainly, this committee with the years of experience in these special fields is going to be of material assitance, and we look forward to that kind of a dialogue.

Mr. **Mazzoli.** I would like to ask any one of the panelists this question: Very frequently I hear criticism at home of title I programs for the disadvantaged, that they really don't reach the disadvantaged in the universe of the disadvantaged.

There are always those who slip through the cracks. I grant you we will never reach the millenium where everybody stays on top of the cracks. Are there any programs in this special revenue sharing which might overcome some of these valid criticisms that I have heared about the mechanics and the operations and techniques of title I?

Dr. **Marland.** We have this much, Congressman Mazzoli, that answers your question that the compensatory education programs that the Federal Government has initiated over the past few years have been more effective in reaching poor people than other programs.

They have not been, by any means, perfect or absolute in that, but there is a tendency to show, especially in big cities which run in some ways counter to other distribution systems, that Federal funds have indeed reached those children in big cities.

We would like to see the system continue to reach successfully the poor children and that is why, as Mrs. Mink has raised the question and as Mr. Meeds has, we are indeed giving up some of the influence of the Federal crowbar in moving these funds where Congress intends them to go where we have such things built in here, minimal though they are in terms of a Federal power, the Orshanksy, the targeting on mathematics and reading, the influence of the formula itself, we believe—and again, subject to considerable negotiation with you—will continue to sustain that marginal advantage that we now have for getting money to the poor people.

Dr. OTTINA. I will add a couple of comments to that statement. First of all, according to our statistics, the eligibility is about eight million children based upon the current definitions.

Under the Orshansky definition it would be approximately the same, a little less than 8 million, 7.7 million. Today we are reaching about 6.1 million children. So, we are serving by far the overwhelming percentage of them.

Our concept has been continually to take the resources that we have and concentrate them on the children that we are able to serve rather than to allocate them evenly across the board and not effectively do the job.

Mr. MAZZOLI. If we are serving 6 million-plus of the universe of 8 million or 7.7, are we serving them well; that is, serving them well under the present formula and will this, in the opinion of you gentlemen, serve those people better?

I ask that question because we have heard in the committee so much criticism of the distribution of title I in that there is not enough money appropriated to reach critical mass, or some mass.

Therefore, the results would be much more indicative of a progress on the part of these students, lacking this money the programs have largely failed or been less successful than they could have.

Is there anything in this program that might assist us in that problem?

Dr. MARLAND. Yes, I think there is, Mr. Mazzoli. I think the item that Dr. Ottina described on the item 3-A and item 3-B, will tend to even reinforce and improve upon the present distribution.

It will be clear from that that a state must range in order from the degree of severity of disadvantaged children throughout that state as distinct from some kind of presumed equity that says we have——

Chairman PERKINS. Will the gentleman yield for one question?

Mr. MAZZOLI. Yes, Mr. Chairman.

Chairman PERKINS. First, let me state that no member will be cut short. I have only a couple more questions. Then we will continue to question the Secretary until he has to leave.

In regard to your requirement for concentration of funds among small districts within States, there was a witness here from the State department of New York who stated that they presently have 735 school districts receiving title I funds.

Under your formula, the State would not receive disadvantaged aid for the 735, but would be dropped 500. If you don't have the exact figures, then you can tell us how many school districts receive funds under part C of title I, which has the same requirement for concentration.

I would like for you to answer that question because I am afraid that in all of the States we are going in so many different directions that half of the school districts presently receiving funds will go out of existence. Let's pinpoint New York and see where we go.

Dr. MARLAND. While Dr. Ottina is trying to do the calculation in an effort to answer the question, let me say that I doubt that the people on the central staff of the New York State school system would have yet had the information on which to base that calculation you have just cited because we have not had it ourselves.

Chairman PERKINS. That is what they tell me.

Dr. MARLAND. It may well be they were speculating with what limited information they had.

Chairman PERKINS. They made the compilation this morning.

Dr. MARLAND. It may well be they can do it that quickly. It engages the question Mr. Mazzoli raised, to what degree have we in the past been concentrating these funds effectively and to what degree have we been keeping children happy with odd bits and pieces of that kind of money.

This bill attempts to get away from that kind of misuse of Federal resources that has clearly defined targets. It may well be that future communities will receive money if Congress approves the proposition that we should address the more serious problems first, always assuming a degree of limitation on our resources.

As long as there are scarce resources, our proposition is that these scarce resources shall be deployed in such a way as to reach the most severe problems. That is the reason for items A and B under 3 that does require a State to rank in order the degree of severity, distribute money according to that concentration of poor children, and only after that to proceed with funding other communities; and then rank in order the degree of their problem so we won't have continued what both of us who have been administering the program believe to be an error.

Chairman PERKINS. You don't deny the New York State department calculation?

Dr. MARLAND. They may well be correct.

Chairman PERKINS. The school districts receive funds under part C of title I, which has the same requirements of concentration. Can you give us any answer to that part of my question?

Dr. MARLAND. I am sorry that I missed the question. Is it part C of title I?

Chairman PERKINS. Yes.

Dr. MARLAND. Are we speaking of dropout prevention here?

Mr. MAZZOLI. Concentration.

Chairman PERKINS. Grants for concentration, part C.

Dr. MARLAND. I am advised, since I am not familiar with the term part C as you described it, we have other names inside our bureaus, there is little or no money allocated at this time in that category, and it is not an influence.

Chairman **Perkins**. How many eligible school districts are there for that section?

Dr. **Marland**. About $20 million distributed——

Chairman **Perkins**. School districts, not money. How many school districts are entitled under part C?

Dr. **Marland**. In 1972, with an appropriation of $28 million out of the $1.6 billion, we reached 3,728 school districts with funds ranging from very minimal funds up to $3.5 million. We call that special grants for urban and rural schools. It has not been a significantly funded part of this law.

Chairman **Perkins**. Those will be the only ones that are going to receive money under the special revenue sharing then, approximately 4,000 out of 15,000. Am I correct?

Dr. **Marland**. I would think not, sir.

Chairman **Perkins**. Go ahead, Mr. Mazzoli.

Mr. **Mazzoli**. I want to ask a couple of fairly quick questions. Would there be any way, Mr. Secretary, that you would estimate the percentage of excellence in teaching the disadvantaged which is now being done under the present formula, the percentage of excellence that you would achieve in the adoption should the Congress be so inclined of your new program?

By that, I mean are we doing 10 percent of a job in reaching the disadvantaged, in reaching them well. Are we doing 30 percent, 70 or 80? Is there any way to determine how much you would have to go from $2.8 billion total funds under your program?

Would we need to go to five to six to what figure to achieve perfection and then ranking down?

Secretary **Weinberger**. I can't tell you how much money we would have to add to achieve excellence because we have spent quite a bit of money in the past and in my opinion we have not achieved excellence in many cases.

I would not be willing to assume if we double or triple the amount scheduled to go into this program that we would get that higher degree of excellence. The thing that troubles me about your first question is that I am not able to answer it and the reason is that I don't think there are good evaluative techniques or measurements as to what constitutes the excellence of teaching in these fields.

I think you have turned on an extremely important point. First of all, it is my desire and strong intention to get a much greater degree of adequacy in the evaluation of teaching and in teaching in these specific fields that are of national concern, particularly in the disadvantaged.

Secondly, I firmly believe, or I would not be here this morning presenting this proposal, that if we had this additional degree of flexibility and freedom in the local school districts and the States to set their own priorities and to avoid a lot of time wasting and noneducational activity that is required by the present system, that you would have a better result.

Mr. **Mazzoli**. Finally, do you think it is possible to teach the people that we are trying to teach?

Secretary **Weinberger**. Yes, I do.

Mr. **Mazzoli**. And you, Dr. Marland?

Dr. **Marland**. I do indeed.

Mr. Mazzoli. And you, Dr. Ottina?

Dr. Ottina. I think we have evidence that shows that.

Mr. Mazzoli. Thank you.

Dr. Ottina. Mr. Perkins, I have information regarding the question you asked about New York. It seems to me that the factor that is causing the distribution to behave as it is is really the number of title I eligible children versus the number of eligible children in the disadvantaged earmark.

If we look at New York, for example, under the 1960 census date, plus the number of AFDC children, it has about 812,000 of which 566,000 are AFDC or 69 percent of their total is represented by AFDC children.

Under our definition of Orshansky, 812,000 would be reduced to 526,000. If we, by comparison—and this is one of the problems we have been trying to highlight with AFDC counts, that they are highly variable between State and each State has its own definition of what qualifies for AFDC—we find Kentucky has 229,000 children in 1960 census, which include only 32,000 AFDC, which represents only 14 percent of your population afainst the 69 percent of the population in New York that would qualify because of the AFDC.

On the other hand, using the Orshansky, Kentucky's number would drop only to 208,000 which would be better than 90 percent of the present value, where New York's number would drop from 812,000 to 566,000.

It is that counting factor that is the largest single variation.

Chairman Perkins. What do you mean by Orshansky?

Dr. Ottina. Orshansky is the method we had proposed we would use in determining the eligibility for poverty families. It takes into consideration the size of the family and whether it is an urban or rural family. It is a device that has been used by the Census Bureau and it is a system that they use in defining poverty.

Chairman Perkins. What does it involve, a $3,500 income? What are the factors involved?

Dr. Ottina. It is a variable income based upon the number of children that are in the family and whether it is an urban family or a rural family.

Dr. Marland. For an urban family of four, to give you a more precise definition, we are figuring $3,800 for an urban family of four being a qualifying number.

Chairman Perkins. What about a rural family of four?

Dr. Marland. It would be about $3,500 for a family of four in a rural area. Urban areas are higher.

Secretary Weinberger. I think in more lay terms it is an attempt to get a more realistic measure of the impact of cost of living on families to see what they have left rather than taking a single factor.

It is an attempt to say your dollars go a little farther in a rural area and less farther if you have a large family. It is an attempt to grind those factors into determination rather than saying everyone at $3,000 or everyone at $4,100.

Chairman Perkins. Mr. Mazzoli?

Mr. Mazzoli. Mr. Chairman, thank you.

With respect to using, Mr. Secretary, the 1970 data instead of what I guess we are still using, 1960 data—of course, the Chairman and I come from the State of Kentucky, but we come from different districts geographically and what have you.

I wonder, was the Orshansky method based on 1970 data?

Secretary WEINBERGER. Yes.

Mr. MAZZOLI. Will your information people be able to supply distinctions and differences between the present formula and the effect in the Seventh District and Third District, and what will be the future of that?

Dr. OTTINA. We do have it at the State level, but we do not have it broken down into districts.

Mr. MAZZOLI. I don't know all of the subtleties that grow around in these discussions, but it seems to be unusual to continue to use data which even in 1960 was out of date and certainly by 1972 is 15 years out of date. It seems there is a need to update.

Secretary WEINBERGER. I agree with you completely because the whole point is to get funds into the area of greatest needs, and if you are using data 12 to 14 years out of date and using a formula that considers only one factor; that is, level of income, I think you are apt to miss it two ways.

Mr. MAZZOLI. The same way I can understand the Chairman's situation because you have districts and areas in the country, not just in our State, where you need to have an extra look at things because there has been a problem.

It seems to me there should be a way to take care of all existing problems and yet use updated information. I would hope in further connection with the Committee——

Mr. QUIE. Will the gentleman yield?

Mr. MAZZOLI. Yes.

Mr. QUIE. You have worked out distribution using Orshansky's method on the 1970 census. Could you use the same method on the 1960 census?

Secretary WEINBERGER. Yes, you could. You would have a slightly better result than you have now, but you would not have as good a result for identifying the needy areas of the country educationally speaking in these fields as you would if you used 1970 data, but it is perfectly applicable to 1960 data.

Mr. QUIE. Since we have that for 1970, would you provide that for us?

Secretary WEINBERGER. Yes, that is what we are looking for now. I think you have in your packet the 1970 data.

Mr. QUIE. Yes, I have the 1970 data in the packet, but I don't have 1960. We are comparing 1970 under Orshansky with the present formula in the 1970 census of various income levels in 1960.

If we could compare 1960 census information with Orshansky, then we could see how the data changed even using the Orshansky method from those in those 10 years because I want to remind you that when you get rid of the "hold harmless" language which will be fiscal year 1975, you are halfway through the census time.

That means presumably you have already shifted. Everyone who was in high school when the 1970 census data was taken are out of school now.

Secretary WEINBERGER. We are always going to be a bit out of date because you don't have an instantaneous means of applying the new data, but the thing you try to do or at least the purpose of the bill that is proposed is to try to concentrate the available funds in the areas of greatest need as measured by the most current data.

That is the purpose of it. If there are aberrations and individual situations, I would hope that we would be able to work out some changes within the formula that still would leave us with that basic principle because we do think that you should use these Federal funds in these areas of national purpose to reach the greatest number of people for whom they are intended and it is as simple as that.

Mr. QUIE. It is a lot more difficult than that.

Secretary WEINBERGER. It isn't easy, but I think you also need, Congressman Quie, a transitional period and that is the purpose of the "hold harmless" clause.

I think the longer you keep a "hold harmless" clause the longer you perpetuate what we see as inequities of the existing program. If you accept the premise that there should be some change and it should be a change in this direction, then I think what we need is a transition period to get ready, but I don't think we want to say there is a "hold harmless" clause for 3 or 5 years out because then all you have done really is to have a fine new system that you haven't used for 5 years.

Mr. QUIE. We aren't going to use it the first year with the "hold harmless," but the question becomes whether we should use 5-year obsolete information which will continue to be more and more obsolete until after the 1980 census is taken. It will take another 3 years for that to be made available, so I guess we run from 5 to 13 years obsolete on a bad concept in the first place.

Secretary WEINBERGER. One of the existing proposals is to use the 1960 data again, which would make us 12 to 14 years out of date.

Mr. QUIE. That is the worst of all choices.

Secretary WEINBERGER. That is what I would think but it is one of the proposals before the Congress at this point.

Dr. OTTINA. Congressman Quie, let me add two points. We would be pleased to provide that information. However, Orshansky is relatively new and it was not collected below the State level in 1960 so we will give you an approximation at the State only.

The second point is that there is in it a yearly update feature at the state level so it will tend to keep data much more current than our present 1970 census will.

Mr. QUIE. I question that. I would also throw out that the schools now know who is educationally disadvantaged. They can do that on a month to month basis.

Chairman PERKINS. Mr. Weinberger, one final question at this time. A witness testified here last week that under the President's proposal and under your bill that you have submitted to us today, the States would receive approximately $520 million less for fiscal 1974.

Can you explain that to the Committee?

Secretary WEINBERGER. Yes, I don't think that is correct, Mr. Chairman. We will provide tables showing the appropriations under the special revenue sharing bill.

[Tables referred to follow:]

BUDGET ITEMS INCLUDED UNDER THE 1974 BSA BILL, AS COMPARED WITH THE 1972 ERS BILL, 1972 APPROPRIATION AND THE FISCAL YEAR 1973 BUDGET

[Amounts in millions of dollars]

	1972		1973 Pres. revised budget	1974 BSA
	ERS bill	Appropriation		
Disadvantage earmark:				
1. Local educational agencies	1,432.0	1,406.6	1,390.1	1,443.6
2. Neglected and delinquent children	(1)	20.2	22.1	22.1
3. Migratory children	(1)	64.8	58.4	58.4
4. Incentive grants	8.0	7.3	8.2	
5. Grants for high concentration of poor children	14.0	24.8	28.1	
State administration	17.3	17.2		
Set aside from vocational education	57.0	(2)	(2)	(2)
"Savings" from recalculation of SAFA "A" entitlement				21.6
Subtotal	1,511.0	1,541.0	1,524.1	1,545.7
Handicapped earmark:				
1. Grants to States (part B, EHA)	35.0	37.5	37.5	37.5
2. Set-aside from title I, sec. 103(a)(5), ESEA	46.0	56.4	60.9	60.9
3. Set-aside from title III, sec. 305(b)(8), ESEA (15 percent)	21.0	21.9	21.9	21.9
4. Set-aside for State grants from sec. 122(c)(3), VEA (10 percent)	37.7	37.7	37.7	37.7
"Savings" from recalculation of SAFA "A" entitlement				6.9
Subtotal	139.7	153.5	158.0	164.9
School assistance in federally affected areas:				
1. Local educational agencies (3a) Public Law 874, 81st	178.0	180.5	227.2	194.8
Local educational agencies (3b) Public Law 874, 81st	209.0	331.4	146.3	(5)
2. Increases (4) Public Law 874, 81st	(4)	1.5		(4)
3. Disaster (7) Public Law 874, 81st	(4)	35.0		
4. Disaster (16) Public Law 815, 81st				
Subtotal	387.0	567.7	373.5	194.3
Vocational education earmark:				
1. State advisory councils (part A, VEA)	(5)	2.7	2.7	2.7
2. State vocational education programs (part B, VEA)	287.0	302.0	302.0	302.0
3. Set-aside for disadvantaged (part B, VEA)	(6)	57.0	57.0	57.0
4. Research grants to States (part C, VEA)	(5)	9.0	9.0	9.0
5. Exemplary programs and projects (part D, VEA)	(5)	8.0	8.0	8.0
6. Residential vocation education (part E, VEA)	(5)			
7. Consumer and homemaking (part F, VEA)	(5)	25.6	25.6	25.6
8. Cooperative vocational education programs (part G, VEA)	(5)	19.5	19.5	19.5
9. Work-study for vocational education students (part H, VEA)	(5)	6.0	6.0	6.0
10. Permanent appropriation (Smith-Hughes Act)	(5)	7.2	7.2	7.2
Curriculum development in vocational and technical (part I, VEA)	(5)	4.0	4.0	(4)
Savings from SAFA A				6.1
Subtotal	287.0	441.0	441.0	443.1
Supporting services earmark:				
1. Title III, ESEA, supplementary services less set-aside	104.0	124.4	124.3	124.3
2. National school lunch 3. Child Nutrition Act	193.0	205.0	239.0	244.0
4. Adult Education Act (excluding sec. 309)	45.0	51.1	51.1	51.1
5. Special programs relating to adult education for Indians (sec. 314 AEA)				
Advisory councils (combined)		.8	.9	1.0
Savings from SAFA A				2.7
Subtotal	342.0	388.3	415.3	422.5
Grand total	2,666.7	3,084.5	2,911.9	2,771.0
Comparable totals for programs in 1974 BSA bill		2,716.6	2,761.6	2,771.0

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[1] Included in $1,432.0 above.
[2] Under vocational education earmark.
[3] Not in budget.
[4] Not in bill.
[5] Included in $287.0 above.
[6] Under disadvantaged earmark.

The following programs were formerly included under the Education Special Revenue Sharing Act of 1971. The President's Budget for FY 1974 proposes termination of these programs, however funds from the Supportive Services Category may be used by the States to fund these activities.

	1972			
	ERS bill	appropriation	1973 Presiden 's revised budget	1974 BSA
1. Title II, ESEA, school libraries	80.0	90.0	90.0	
2. Title V, ESEA, strengthening State departments of education	33.0	33.0	38.0	
3. Title III, NDEA		50.0	1.5	
4. Education Professions Development Act (part B-2)	7.0	7.0		

Chairman Perkins. If that figure is not correct, give us the figure that is correct.

Secretary Weinberger. The proposal is that the funds that would be allocated under the educational revenue sharing bill would be less in three instances than at the present time because the President feels that three of the programs covered at the present time are programs that should no longer require Federal funding.

Chairman Perkins. Spell them out.

Secretary Weinberger. One is the category B program of the impact education aid which President Nixon, along with every other President since President Truman, has been trying——

Chairman Perkins. How much is involved there?

Secretary Weinberger. In that program, I believe about $146 million is involved in that program.

Chairman Perkins. How much compared with last year?

Dr. Ottina. By last year, do you mean fiscal year 1972?

Chairman Perkins. Fiscal year '72, B category.

Secretary Weinberger. It is $209 million in the 1972 ERS bill. We estimate it would be about $146 million in 1973. The $146 million is the amount that we would not propose to include because——

Chairman Perkins. Since we are under a continuing resolution, let's use the 1972 figure and make the comparison for 1972 then.

Secretary Weinberger. That is $209 million, but that is not the amount that will be spent in 1973.

Chairman Perkins. You have $209 million for category B children?

Secretary Weinberger. Category B, which we are proposing not to continue.

Chairman Perkins. How much for category C for 1972?

Secretary Weinberger. We don't show anything. It has never been funded.

Chairman Perkins. All right, go ahead with the other programs.

Secretary Weinberger. There is $90 million in the title II, ESEA library programs, and about $38 million in the State departments of education, the so-called strengthening of those state departments, which is title V and which in my personal opinion, having observed it in California, does nothing whatever to strengthen State departments of education.

Chairman Perkins. Of course, there is a lot of debate on that very point. When we provided for this program, we exchanged a lot of technical personnel from the Office of Education with the States. By and large, the State departments have testified that the program has been very successful.

All told, how much does that add up to?

Secretary WEINBERGER. It adds up to about $270 million.

Chairman PERKINS. According to my figures, it is $337 million.

Secretary WEINBERGER. Adding up the amount we are estimating to be spent in 1973 and measuring it against what we are proposing for 1974——

Chairman PERKINS. Now, $337 million for '72 is correct, with 90 million for title II of ESEA; $38 million for title V, plus no money for the equipment title of NDEA. How much is that figure?

Dr. OTTINA. Mr. Chairman, I believe part of the confusion is that we are referring first of all to differences between the original ESEA proposal and those are the monies that the Secretary has been reading to you.

I believe the numbers you were quoting from, the $500 million number, was a difference between what is presently being proposed in this act and what was appropriated in 1972. As a function of what your base is, you will get a different set of numbers. In order to come close to the base you were talking about——

Chairman PERKINS. Let me say this, Doctor. There is nothing complex about this. $290 million was what you spent on "b" children in 1972, and you are not spending anything on "b" children in fiscal '74 under your proposed special revenue sharing.

Dr. OTTINA. Mr. Chairman, my figures make your point better. Our budget shows $331 million for B children in 1972. $209 million is what was in the original request that went to the Congress, but the Congress appropriated more than $209.

Chairman PERKINS. $313 million?

Dr. OTTINA. Yes.

Chairman PERKINS. Is that just for "b" children?

Dr. OTTINA. Yes.

Chairman PERKINS. That is just——

Dr. OTTINA. In A we had about $180 million, $331 for B children.

Chairman PERKINS. Then you have $90 million for title II, the library title of ESEA, and $38 million for title V of ESEA. How much is there for NDEA title III that we have not discussed?

Dr. OTTINA. In 1972, I believe, the appropriated number for NDEA, title III was about $50 million.

Chairman PERKINS. Let's look at that $50 million and see what it comes to here. That is about $508 million to be exact. If we appropriate all of the money that is proposed by your proposal and come up with $508 million below the 1972 appropriations at the State level, what kind of a mad scramble do you think the State departments will be confronted with in trying to administer the program, when they have authority under your proposal to shift around one-third of the funds from some of the categories. We are starting out with that much less, and they can shift all of the funds from the fifth category and one-third from the handicapped and vocational education.

Secretary WEINBERGER. They can shift them all from the fifth category, and your question about the madhouse and so on at the state level would seem to assume that there only way to prevent a madhouse at the state level is always to continue funding everything the Federal government has ever done, and there is no question whatever but that the President has proposed, as he has proposed in one capacity or another for close to 20 years, that we should end the part B impact aid program.

I think his reasons for doing that are completely sound because it is a program which does not reach the disadvantaged and it does not reach people who especially need funds. It simply reaches people who happen to live on or near a Federal reservation whose parents did not even live on it and so you have a totally irrelevant factor.

Chairman Perkins. It is irrelevant? When you cut off all of those "b" children, those districts are going to go to their State superintendents asking for the handicapped money and the library money and all of the other funds. What is going to happen to the disadvantaged at that point?

Secretary Weinberger. Because these funds under this proposal are still required to be spent for those purposes.

Chairman Perkins. Yes; but they can shift one-third of the funds around.

Secretary Weinberger. They can shift a third of them within these categories.

Chairman Perkins. And any of the funds under the bill can be used for construction.

Secretary Weinberger. For construction if need be; yes, that is true; but construction within these broad purposes and it can only be used within these five purposes. It is not a general revenue sharing bill. It is education, but five categories of education only.

Chairman Perkins. If you don't have any Federal control, how will you know how the States are going to use it?

Secretary Weinberger. Because you have all of your audit procedures and all of your opportunities to examine the results. The States themselves have to make audits and, if they fail to live up to the boundary lines or requirements of the bill, they can, of course, have funds withheld.

Chairman Perkins. Mr. Steiger?

Dr. Ottina. Mr. Perkins, it would be unfair to leave this impression. You have assumed a 1972 transition into 1974. There is fiscal year 1973.

Chairman Perkins. The President vetoed both Labor-HEW appropriations bills. We are operating under a continuing resolution for 1973, but there is a dispute over how much money will be allocated under this continuing resolution.

Dr. Ottina. But it is flowing out into areas you are concerned about in reduced amounts.

Chairman Perkins. Mr. Steiger?

Mr. Steiger. Thank you, Mr. Chairman.

I hate to interrupt a love feast at this point. Mr. Secretary, in your testimony there is one point about which I would like some comment.

In the budget for fiscal year 1974 as proposed, as I read it, that the National Advisory Council for Vocational Education and State Advisory Council for Vocational Education are not to receive any money.

I must say in all honesty, I am very much concerned and disturbed. There was a conscious attempt by Congress to establish vocational advisory councils both at the State and national level, and I wonder why the policy decision was made to end funding for both of those operations.

Secretary **WEINBERGER.** Congressman Steiger, the decision was made for councils at the Federal level because the desire as evidenced by this proposal is not to maintain our Federal domination or Federal guidelines or strict requirements in these areas that would be administered or dealt with by a Federal advisory committee.

The same is true with other categories that are woven into this special revenue sharing bill. At the State level the funds in the supporting services, the fifth category of this program would be available if the State wished to use a committee of that kind, but there would no longer be a need for a Federal assistance council in the areas that are proposed to be folded into this special revenue sharing bill.

Mr. **STEIGER.** Mr. Secretary, I respectfully disagree. The purpose, as you know, of that National Advisory Council is to help you and Congress and the President assess national needs and problems in the field of vocational education.

I don't think, whether we use the Better Schools Act, the present Vocational Educational Act as amended, or whatever system is used, that that need has suddenly disappeared.

Secretary **WEINBERGER.** We felt that with the change that is proposed in this bill, the States themselves would have far greater authority, and properly so, in identifying their own particular needs within these broad categories.

If they wished to use State committees, they could do so. If there developed any national need, there is no shortage because there are now 384 advisory committees in the Department of Health, Education and Welfare, and the Secretary does have the authority to create more if need be.

We see the need moving in the opposite direction, and we think that the proper consistency with this bill would be to have the States do what they wish in development of advisory councils, but you would no longer need a Federal advisory council under this proposal.

Mr. **STEIGER.** I am interested in that response and simply say to you that I do not agree, that I personally will work as hard as I can to preserve both the National Advisory Council and the State Advisory Councils. But that brings me then to another point which to an extent was raised by the National School Board Association in their testimony last week before this committee.

Mr. **STEIGER.** Do you consider the vocational program—those funds that are distributed under the Vocational Education Act as categorical?

Secretary **WEINBERGER.** Yes; I think to a considerable extent they could be considered that way. That category, if you wished to use that term or that broad boundary line, is preserved in this particular bill, because there is, as we have seen in the formulas, an earmark for that purpose.

I might say that I think that vocational education, at least as I have seen it operated in California, is an extremely successful program.

Mr. **STEIGER.** But it is a program just as title I of ESEA is. While it is specified under the law that it shall only be used for a certain purpose, HEW does not, does it, tell the local educational agency how they determine the allocation of the funds made available to them?

It does not say that you have to offer distributive education or you have to offer homemaker education or industrial arts training. That is a decision made by the local educational agency.

Secretary **WEINBERGER.** My impression is that the present requirements and guidelines and rules are more narrowly limited. A State would be more narrowly limited than under the proposal than is put forward here.

You can run through some of the things we have. We have about 11 different kinds of programs under vocational education. We have the programs for students with special needs, consumer and homemaker, work study, cooperative education, State advisory councils that you and I have discussed, innovation research grants, and residential vocational education.

Those would be consolidated, and they are part of the 32 programs that would be folded in. The State would be allowed to use its vocational education earmark as it wished within that broad category.

Mr. **STEIGER.** On page 8 of your statement, you say, "I believe there will always be a need for some narrowly defined programs targeted at meeting special needs." What examples are there?
right to read. There is no shortage of programs that are left. This

Secretary **WEINBERGER.** For the moment bilingual education, or proposal does not consolidate everything that we are doing, and we hope that as conditions change, perhaps as certain needs are met, we can say that now there does not appear to be any longer a national Federal requirement that we push you into these particular things, but that you have some ability, a greater ability through the use of Federal funds under broad areas to pick and choose your own.

And, one of them, Dr. Marland reminds me is the Emergency school aid which is left intact, and that is to provide additional assistance to school districts that may be put under court order for rapid desegregation.

Mr. **STEIGER.** You do not within the Better Schools Act, as I have read it, propose to include any of these project grant programs. Do you believe it would be a sensible move for us to consolidate those programs as well as the State grant programs?

Secretary **WEINBERGER.** At some point in the future, we may propose additions to this revenue sharing proposal. We have, I believe, something like 32 programs this year. I would hope that some conditions would change so that we could free more money for purposes such as State and local school districts would like to use on their own without being forced into some of the narrow boundary lines of the kinds of things I have read this morning.

It may be that this committee would feel there are others that could be consolidated this year. We would certainly be delighted to discuss whose and see if we could reach an agreement on some additional ones.

I think the point that I am trying to make is that we would like to move in a direction of greater freedom, greater flexibility, and the elimination or the reduction of the rather narrow boundary lines that we see presently in a lot of the categorical programs, and we do not say it entirely as criticism, but as the natural result of a series of additions and accretions that go on year after year as additional things are thought of as national needs.

Every once in a while, you should take an overall look, and that is what we are trying to do with this proposal. We believe the time has arrived when 32 of these can be folded into five broad general earmarks, and that is the essence of this proposal.

If you have in mind others, I would be delighted to see if we could add those.

Mr. **Steiger.** I am sympathetic with the concept of insuring that a local educational agency or State educational agency has greater flexibility and can lessen red tape. But I am concerned over the specifics of the proposal that has been offered this morning, and they are issues with which both of us will have to deal as time goes on.

There is, for example, a concern I have about the statement on page 8 which I find is an interesting page altogether. You say:

> It is time that the Federal Government ceased acting like a national school board, telling States and communities in great detail what they should spend and how.

It would be fair, would it not, to characterize the Better Schools Act as still telling States and communities what they should spend money for and how?

Secretary **Weinberger.** To a very much lesser extent than is the case at present, Congressman. What we have tried to do is say first of all, Federal funds should not be used as a substitute for general education money.

There are broad national concerns that we have identified. If you move from 32 programs, quite narrow and quite specific, into five broad areas, I think you have made a substantial improvement. No one claims this is the final act or that this is the place at which everything in the direction we are talking about should end, but I do think it is a substantial improvement.

To the extent we are still identifying five broad areas of national concern, the answer is obviously yes, we are, but I think it is better to fold in 32 programs and say here are five areas in which you have considerably more flexibility and some Federal funding in which to try to solve problems as it seems to you to be better to do.

When we say that the Congress is trying to act like a national school board and force States into spending money for things they may not want, what I have in mind is the very presence or existence of a great many of these programs which I think now are well over 70 or 75, in which there are apparently on the horizon some free Federal money.

So, a State will expend a lot of effort trying to qualify for it, sometimes raising matching funds and filling out application forms, when really they do not want or need a program at all, but because those funds are there and because there are groups that feel whenever Federal funds are available they should be applied for, I think you get a result that tends to turn the educational priorities of the State around to try to meet available Federal programs instead of having them to try to meet needs of thie own.

What we are trying to do is to move to a far greater extent and degree toward a greater flexibility and greater self-determination by States and local school districts of their own needs.

Mr. STEIGER. Two further questions, Mr. Chairman, and I appreciate very much your willingness to let us get into this.

One is again on page 8, you say, It is time we ceased creating a new program to meet every problem even when the programs already exist to meet it." What examples do you have?

Secretary WEINBERGER. We could go back through those vocational educational ones again. I do not think you would need to have a whole series of programs in which there is a Federal need for consumer homemaking education, work study, cooperative education, State advisory councils, recognizing the differences you and I have on that, innovation, research grants, and residential vocational.

It seems to me we should say not that you should apply for each one of these separately, that you should have to go through the meet all Federal requirements, and a few of them are set out there, although you can multiply that by 25 because that is only two States.

It seems to me to be better to say to the States that we agree that there is a Federal interest and priority in vocational education; here are the funds that you are using at the present time for that purpose, but you can apply them as it seems best to you. You are closer to the students and closer to the problem.

Mr. STEIGER. That does not answer the question I asked.

Secretary WEINBERGER. I thought you wanted to know which ones we suggested we abolish.

Mr. STEIGER. No, sir. I was looking at the language you used by saying, it is time we ceased creating new programs to meet every problem even when programs already exist to meet it."

Thus, my question is what instances are there in which we have done that?

Secretary WEINBERGER. There are many others. We could go through most of the 32, but I think the ones I just read are the ones created at separate times presumably to meet separate needs as viewed at that time by Congress or by a Member who got his bill passed.

Mr. STEIGER. You see that raises a problem from my perception, and let's take vocational education. Historically we shortchanged vocational education in this country.

We downgraded it. The 1968 act was an attempt by Congress, and I think, looking back on it, a relatively successful attempt by Congress, to say that vocational education deserved far greater emphasis and attention, that we were weak in this field, and we lacked citizen input in this field.

Assistant Secretary Marland has done a superb job in carrer education, and I support what the Administration has done and specifically what Sid Marland has done in this field, but I am concerned that what you do with this one program in vocational education with the 11 categories is to diminish the national effort and leadership that has enabled local school districts to become far more effective in the delivery of a relatively high cost program.

Secretary WEINBERGER. Let me answer that briefly.

Dr. Marland will go into that in more detail. But, let me say that rather than diminish the national effort, we will have enabled States and local school districts to make an improvement in the use of Federal funds that we will be allocating for this purpose.

In the first place, there is no reduction of any of these funds. There is, in fact, an increase actually proposed over the 1972 earlier proposal.

Mr. STEIGER. But you cannot transfer.

Secretary WEINBERGER. You can transfer. There are very broad areas, and you can use all of these funds that are presently going out, you can use all of these funds for what States and local school districts consider to be proper expenditure under vocational education.

You no longer force them to dilute a lot of their time and their effort and money by applying for something like 10 or 11 Federal programs within the vocational educational area.

You say here is the same total amount of money you were using. It should be used for vocational education. It is an important area. But you do not have to waste your effort by making 10 or 11 separate applications, having them denied or turned down, having a delay, certainly not knowing how much you were going to get, whereas under this kind of program, you have certainly, you have speed and you can concentrate you time, effort and manpower at the local effort on education.

That is the basic purpose of it.

Dr. MARLAND. I think, Congressman Steiger, that the questions you have raised have particular aptness to the earlier statement that the Secretary made when he said, "I believe there may always be a need for some narrowly defined programs targeted as meeting special needs as determind by Congress and the Administration."

As you know, the Congress enacted a magnificent authority, in my judgment, last year under the term "occupation and adult education." The examination of that bill shows clearly that it addresses the very goals and philosophies which we now call career education.

There are still things to be done to sharpen and define and test the concept of career education. But it may well be that we will come back to you in the circumstances of the Secretary's return to a categorical need when that time comes, and we have enough of a case to make that this will continue to be a high Federal priority with new shape and new form, new substance and hopefully, new resources.

This perhaps is an example of what was the condition in 1971 when the Smith-Hughes Act started, or in 1963 when the Vocational Education Act passed, or in 1965 when ESEA started. Those, as the Secretary has said, have produced an accretion which is now unmanageable.

But, he does not rule out a great idea emerging now that will take the place of these. I would personally hold that education that has that capacity to come back with a large new idea at some point in the future——

Mr. STEIGER. Section 8 of the bill provides that the States are to arrange for equitable treatment for nonpublic school children. As I have read that briefly, there is no requirement that a certain amount be set aside for those children. I wonder if you can give us some idea how you handle this question of the participation of non-public school children, and specifically, what if anything is being done on what the President's budget mentions insofar as tax credit for parents of nonpublic school children is concerned?

Dr. MARLAND. The tax credit issue is a separate issue not being handled by HEW. That would be a matter to be resolved with the Treasury Department. So, we can deal only within the confines of our authority implicit in this bill, which address the issue, as you have just stated, as follows: That nonpublic schools shall be entitled to receive the same services under the same conditions that this bill serves public schools.

Up until now, as you know, ESEA has had that condition in it. That has been moderately successful or at best, only fairly effective in being administered across the board. Under this proposed bill, all parts of the new authority, including vocational education and including handicapped, will have the same conditions as ascribed to ESEA.

Chairman PERKINS. Mr. Lehman?

Mr. STEIGER. Can you let him finish?

Chairman PERKINS. Go ahead and finish your sentence.

Dr. MARLAND. In other words, all nonpublic school children have rights to receive services under this bill comparable to those given in public school children.

Chairman PERKINS. Mr. Lehman?

Mr. LEHMAN. Thank you, Mr. Chairman.

I excused myself briefly in the early part of the hearing to go to an organizational meeting of the Census and Statistic Subcommittee, and perhaps we are going to be able to do something in this subcommittee this session of Congress that will enable us to update the kind of data you are going to need.

I think that it would be good to have liaison between this subcommittee, whose work is so based on up-to-date data, and that particular committee. I hope we can work something out together that will be beneficial to both the Administration and this committee.

Dr. MARLAND. I share that hope, sir.

Mr. LEHMAN. It is so obvious that if State and local school systems had really done the job they were supposed to do, we would have never needed these kinds of category funds. It also is not the fact that the Federal people are better or more altruistic or more noble than State or local people, but they are subject to a lot less pressure. I was on the School Board in Dade County, Florida, and it is fantastic the pressure you get from these different groups, and how, as a matter of political reality, you have to react to these pressures.

In a sense, the flexibility will lend itself to pressure groups, and you cannot get away from it. I know you get one school board member, and they get a backup on dyslexia, and you are going to take $60 to satisfy the school board member. You get a medical group, and they want a medical director, so you cut in there.

Two years ago, there was drug abuse education. Can you imagine, if you had the flexibility, what these funds are going to be used for, or that the school board is going to stand up and say you cannot have the money for drug abuse?

You could not do that, and be on the school board. You can't put it in capital funds. We have schools under the flight pattern of the Miami International Airport, and they cannot hear 30 or 40 percent of the time. But the pressure you get is fantastic.

What really concerns me is a sense that when you put this money out there and it's flexible, it goes on the bargaining table of the employee organizations. It can go for salary and fringe benefits, and in reality, how are you going to prevent, for instance, the 30 percent or whatever it amounts to, or that fifth category, from essentially becoming a collective bargaining negotiating item?

You cannot do it because it is there. That becomes to me a dangerous precedent to set in this kind of aid to education. When the teachers or groups are bargaining at the expense of the children who need this extra money, the children cannot talk as loudly as some of these pressure groups, and buildings cannot talk as loudly as the pressure groups.

We are certainly subject to a lot less direct pressure than the person on the school board is subject to during a budget hearing.

I have not been here very long, but I can feel the difference.

Secretary **Weinberger**. Congressman, the point you make is a very valid one, but there should be no feeling that there are no pressures existing or exerted at the Federal level either.

We all live in the spotlight of them all of the time, and they are beating down with rather fierce intensity on everything I have been associated with in Washington. But the simple fact of the matter is that you do need, I think, to insure that at least the funds are there for school districts to utilize these funds for the priorities as it appears to them, rather than as it appears to the Federal government, trying to apply nationwide uniform standards or some of these special programs.

These funds that we are talking about in this bill are not funds for general education. They are funds for five rather important areas that we see as national concern and they cannot be used for just raising teacher salaries generally or anything of that kind.

They can be used for salaries within some of the areas that are involved in these bills. That I think is an important and useful provision. But, we do not have any guarantee that, if you keep all of these funds at the Federal level, if you have 40 or 50 or 70 categorical programs, that you are going to first of all relieve any of the pressures.

In fact, in California, I frequently encountered very substantial pressures to try to apply for these Federal funds, and to raise the matching money when required to do that, not because it served any particular educational need, but simply because they were there, and it seems to me you do not effect that particular problem which you have correctly identified as a very real one by leaving the system that we have in place.

We are going to have to rely on the American system which means that if you have governments that are closer to home and more responsive, you are, in the final analysis, probably going to get government that is more responsive to what the public wants, rather than special interests.

But, there is no shortage of special interest at the Federal level. There is no assurance if we keep what we have that we are going to remove pressure. The purpose of this proposal is to try to move more in that direction.

Mr. LEHMAN. I can say that perhaps the local school board overreacts to pressure, and sometimes they do, but I think this trend of going back to the local level will also be a trend back to some of the inequities that the categorical funds have done a good job to correct.

Thank you very much for coming.

Chairman PERKINS. Mr. Meeds.

Mr. MEEDS. Mr. Secretary, please accept my congratulations for a very vigorous defense of your proposal. As you probably gathered, I was somewhat skeptical when you started testifying, and when we first started asking you questions.

Your explanation, however, that this was going to have less Federal strings because it was only to require 75 percent to be spent for categorical programs has somewhat alleviated my apprehension.

Now, if you were just to tell me that there is not going to be anymore Federal bureaucracy necessary, if you were to tell me that the number of employees in OE was going to be substantially less in fiscal 1974 than it was in 1972, I would probably have my apprehensions further alleviated.

Could you tell me that, sir?

Dr. OTTINA. Yes, I can tell you some of that, Mr. Meeds. We presently have 439 people that are directly involved in administering these programs that you see before you.

Mr. MEEDS. Do you have that broken down in the budget where I can get at it?

Dr. OTTINA. I have a sheet before me that I would enter into the record. The budget document itself breaks it down by program and by Washington and field office, and it lists it by every single program we have talked about consolidating here.

Mr. MEEDS. Four hundred what?

Dr. OTTINA. Four hundred thirty-nine. We would propose to reduce that number by 295.

Mr. MEEDS. So that the total losss is what?

Dr. OTTINA. Slightly less than 300.

Mr. MEEDS. A reduction of 295.

Dr. OTTINA. From a total of 439.

Mr. MEEDS. How much is the total Office of Education going to be down from fiscal 1972?

Dr. OTTINA. The question that you asked involves several things, Mr. Meeds. First of all, we do have authorized several new programs that have come into place in 1973 and 1974.

Mr. MEEDS. And you are getting rid of 22?

Dr. OTTINA. The numbers that I have given you thus far are comparisions that deal only with the programs that we are talking about into the Better Schools Act, and those are numbers that relate to 1973 manpower on board for those programs and proposed 1974 manpower with the enactment of this proposal.

Mr. **Meeds.** Would you then furnish for the committee the breakdown which you are talking about here, and indicate to us what other increases are coming about in the Office of Education and the education division of HEW and how much they are and as the result of what new programs?

Dr. **Marland.** We can submit that for the record.

The substantial legislation in the amendments of 1972 have imposed new programs on the Office of Education in the Emergency School Assistance Act, and large numbers of people are involved in that and some of the new higher education programs.

Mr. **Meeds.** Most of which have not been implemented, I might add.

Dr. **Marland.** Right; but the net effect will be a significant reduction in the order of 8 percent to 10 percent in the gross numbers of the Office of Education, specification for which we will submit for the record.

[The information referred to follows:]

STAFFING CHANGES RESULTING FROM PROPOSED SPECIAL EDUCATION REVENUE SHARING

	June 30, 1973	June 30, 1974	Increase or decrease
Bureau of Elementary and Secondary Education:			
Office of the Associate Commissioner	40	10	−30
Educationally deprived children:			
Headquarters	72		−72
Regions	10		−10
Supplementary services: State plan program	23		−23
School assistance in federally affected areas (Public Law 874):			
Headquarters	51	2	−49
Regions	18		−18
Strengthening State departments of education	46		−46
Bureau of Education for the Handicapped: State grant program	18		−18
National Center for the Improvement of Educational Systems: Supplementary services—15 percent set-aside	27		−27
Bureau of Libraries and Learning Resources:			
School library resources	9	4	−5
Equipment and minor remodeling	1		−1
Deputy Commissioner for Occupational and Adult Education: Immediate office	19	16	−3
National Center for Adult, Continuing and Manpower Education: Adult Education:			
Headquarters	5		−5
Regions	19		−19
National Center for Occupational, Vocational, and Technical Education:			
Office of the Associate Commissioner: Regions	20		−20
Basic vocational grants:			
Headquarters	27		−27
Regions	26		−26
Special needs	1		−1
Consumer and homemaking	3		−3
Work-study	1		−1
Cooperative education	2		−2
State advisory council	1		−1
Total decreases	439	32	−407
Headquarters—program	346	32	−314
Regions—program	93		−93
Special Educational Revenue Sharing:			
Total increases		112	+112
Headquarters—program		25	+25
Regions—program		87	+87
Net change:			
Grand total	439	144	−295
Headquarters—program	346	57	−289
Regions—program	93	87	−6

Mr. MEEDS. Also, the percent of the total funds administered by the Office of Education in the programs that you are folding in. I suspect it is over half of the Office of Education funds.

Dr. MARLAND. About one-third.

Mr. MEEDS. We could not expect a one-third reduction in the overall staff of OE for that, could we?

It is really not a fair comparison, is it?

Dr. OTTINA. There are different programs. Some programs which are basically programs that have State distributions and flow through the State such as these require less manpower to administer than sometimes a very small program in which proposals are received directly by the Office, and they need to be evaluated and funded and monitored.

They are project grant programs. Those require much more manpower than a State distribution program.

Dr. MARLAND. There is not a direct correspondence at all between the total number of dollars and the total number of people needed to administer them.

Mr. MEEDS. Two further questions. I see in the legislation you are proposing, section 9(a), the chief executive officer of the State shall be the State agency responsible for administration.

We have generally dealt through chief State school officers. Is that what you mean when you say the chief executive officer?

Secretary WEINBERGER. No, the provision is that the chief executive officer of the State shall be the State agency required for supervision or administration of the program, except that a specified single State agency shall be responsible for such administration if such officer determines that the law of such State so provides.

In other words, if the State has a single State agency in charge of educational activities, that would be the agency.

Mr. MEEDS. What you are telling me then, sir, is that if Governor Reagan decided that Wilson Riles ought to run the education program in the State of California, he could do so, but if he did not determine that——

Secretary WEINBERGER. It is not Governor Reagan's decision. The fact is that the California constitution creates the State superintendent of public instruction. So in that State, that would be the formula used.

Mr. MEEDS. In other words, that is not at all consential, it is mandatory. If the State sets up a State department of education, then it automatically must be the administering agency.

Secretary WEINBERGER. That is right. In California the constitution determines the problem.

Mr. MEEDS. Thank you. One question with regard to vocational education.

The figures I have for fiscal 1972 indicate that the voational educational expenditure for fiscal 1972 was $540,127,000 including adult education. Is that the figure you have?

Secretary WEINBERGER. I have the prior educational revenue sharing bill. I think Dr. Ottina has the others. Are you speaking of budget authority or outlays?

Mr. MEEDS. Appropriation for fiscal 1974.

Dr. Ottina. Would you read your figures?

Mr. Meeds. $540,127,000.

Dr. Marland. That is very close.

Mr. Meeds. And under education revenue sharing, you are proposing for fiscal 1974, $443,110,000?

Dr. Marland. Our figure is $437 million, Mr. Meeds.

Mr. Meeds. That is for fiscal 1973?

Dr. Ottina. There is a set-aside for handicapped.

Mr. Meeds. Wait a minute. We are talking about vocational education, not about handicapped. Have you included that in vocational revenue sharing?

Dr. Marland. We moved the $37.7 million set aside for handicapped within vocational education to the handicapped earmark because we felt all formula grant moneys provided to the States for education for the handicapped should be consolidated.

Mr. Meeds. That was also included in 1972, was it not, so we are talking about the same thing. All right.

Mr. Quie. You are not talking about the same thing because the vocational education for the handicapped is 10 percent set aside in the 1963 act and the vocational education for disadvantaged is a set-aside in the 1968 act.

What you have here in your disadvantaged earmark is nothing in ERS for the disadvantaged, but 37.7 for the handicapped. You would add 37.7 to the $443 million in order to get a comparable figure.

Mr. Meeds. What is 37.7?

Mr. Quie. That is the 10 percent set-aside. In 1972 it was down in vocational education and now they have it up in handicapped earmarked.

Mr. Meeds. Is their requirement that it has to be used for the handicapped?

Secretary Weinberger. Under revenue sharing it would be in handicapped.

Mr. Meeds. There is no requirement that any money be spent for the handicapped, as I remember.

Secretary Weinberger. There is certain freedom within it, but there is a clear earmark for handicapped, and Dr. Ottina has the chart here.

Mr. Meeds. As a matter of fact, it is being shifted. It is now not necessary to spend it for vocational education of the handicapped, is that correct?

Dr. Marland. The old law requires us to set aside 10 percent of the vocational education authority to be used for the education of handicapped children in vocational learning activities.

We are now saying that for consistency sake that same condition will be carried out by the State and the moneys are correspondingly moved to the handicapped sum and they can use more or less than the 10 percent.

Mr. Meeds. Is there a requirement where the money is shifted that it be used for vocational education of the handicapped?

Dr. Marland. No.

Mr. Meeds. It may be that these funds are not utilized for vocational education at all, that they will be utilized for handicapped, but not vocational education, right?

Dr. **Ottina.** Right.

Mr. **Meeds.** That is what I was asking initially. In fiscal 1972 you had appropriated $540,127,000 for vocational education. It could not be used for anything else. It had to be used for vocational education. Under your revenue sharing proposal for fiscal 1974, you would spend or allocate $443,110,000 for vocational education, is that correct?

Dr. **Ottina.** That would be about correct. There are some proposals which were in the $540 million figure for which we are seeking apprpriations outside of the Better Schools Act.

Mr. **Meeds.** What are those.

Dr. **Ottina.** Those are curriculum development, $4 million; innovation, $8 million; research, $9 million; adult education $10 million, and a career model installation, $14 million.

Mr. **Meeds.** Where are you seeking funding for those?

Dr. **Ottina.** Those are being sought under other authorities.

Mr. **Meeds.** Would you submit for the record specifically under what other authorities funding is being sought for those programs.

Dr. **Ottina.** Certainly.

[The information referred to follows:]

1974 BUDGET ESTIMATES—DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—OFFICE OF EDUCATION

[In thousands]

Appropriation/activity	1972 comparable	1973 estimate	1974 estimate
Occupational, vocational, and adult education:			
1. Vocational research:			
(a) Innovation (Coop Res. Act)	$8,000	$8,000	$8,000
(b) Curriculum development (Coop Res. Act)	4,000	4,000	4,000
(c) Research—(Coop Res. Act)	9,000	9,000	9,000
(d) Career education (Coop Res. Act)			14,000
Subtotal	21,000	21,000	35,000
2. Adult education:			
(a) Special projects (AEA sec. 309)	10,000	10,000	10,000
Total	31,000	31,000	45,000
Outlays	508,541	538,000	296,283

Mr. **Meeds.** As I read it, the required expenditure for vocational education is down approximately $97 million from fiscal 1972 to your revenue sharing proposal.

Dr. **Ottina.** I would not agree with that statement.

Mr. **Meeds.** With the exception of whatever figures you had there.

Dr. **Ottina.** That is about $42 million.

Mr. **Meeds.** So it is down approximately $42 million?

Dr. **Ottina.** It is down the amount that we moved for handicapped, but part of what I described in the $42 million was an increase over 1972 so what we would present is a complete array of both years so you could examine it.

Mr. **Meeds.** This is another illustration of sleight of hand. I am chagrined that you come up with this proposal and describe it as allowing more latitude to the States and local educational agencies when indeed, while there may have been strings before, there are now chains tying these programs.

You are saying to the States you must spend 75 percent for this. You and I might agree that is a good expenditure, but the fact is that it is not allowing, we are not at the local level.

We are Federal bureaucrats that you talk about, and we are making that decision and we are saying 75 percent and you are coming here and asking me to require 75 percent under the guise of fewer string.

That bothers me immensely.

Secretary **Weinberger**. Congressman, what we are saying is in the compensatory education field rather than spreading it around as it has been in aeas that study after study show do not produce good results, you should concentrate it on basic educational requirements.

Mr. **Meeds**. That is what we said when we enacted ESEA in the first instance.

Secretary **Weinberger**. That is what is not happening. That is our problem. We are trying to get a better result, and we believe a better result obtains in the compensatory educational field by that kind of a broad and specific requirement and by allowing States to have otherwise the maximum of freedom much more so than at present with respect to these other categories and programs and to press 32 into these five broad earmarks.

Within that one earmark we are saying all of the evidence we have points to the fact that basic educational skills should have received a higher concentration of funds. That is what we have provided for.

Mr. **Quie**. In section 195, you say that educationally disadvantaged or deprived will be defined by yourself. Have you done some work on that? Will it be determined in accordance with the criterion which the Secretary may ascribe? To what extent have you done that now?

Secretary **Weinberger**. Which section?

Mr. **Quie**. Page 30 of your bill, section 19 and subsection 5.

Secretary **Weinberger**. We have presented some of the measures this morning. We believe that there should be a move toward a formula which more realistically reflects the amount of expenditure problems, cost of living and number of children, that we have identified.

Mr. **Quie**. No; I think we are talking about two different things.

Secretary **Weinberger**. That is one of the bases.

Mr. **Quie**. You are talking about economically disadvantaged but here is educationally disadvantaged and to define what the educationally disadvantaged are.

I wonder if you have done something on that so we may see your definition of it so, if we pass this legislation, that we may know what you would be utilizing here.

Secretary **Weinberger**. The regulations are not ready because the bill is being presented today, but the general criteria that we would use would be to try to get some kind of a realistic appraisal of whether or not the children by any one of a number of measures or tests were actually in that category.

One of them would certainly be a realistic appraisal of family income, and another would be the numbers of children in that family. We would certainly want to look at tests to determine whether or not there had been an absorption of some of the school work previously presented.

There are great many factors that would go into that kind of attempt to determine it. If you want to give us more help, in the definition, we would appreciate it.

Mr. QUIE. I am surprised that you even used the factor of poverty in describing who is educationally disadvantaged.

Secretary WEINBERGER. I don't think it is automatic in any sense, but I think there are studies that show if there are severe poverty conditions in a family, some of that is reflected in the difficulties of learning or problems in the home that can make it much more difficult for that child to get the educational advantage that others more fortunate can get.

Mr. QUIE. You are certain to have that correlation if you define educational disadvantage as being low income.

Secretary WEINBERGER. That is not the only measure.

Mr. QUIE. If you use it at all.

Secretary WEINBERGER. It would be proper to use it as one of the factors.

Mr. QUIE. Let's suppose a student is getting straight A's and the parent's income is below $4,000 and they are living in the city. Why should that child be considered as educationally disadvantaged?

Secretary WEINBERGER. It is not so much a question of that particular child, Congressman, as it is a desire to get funds into areas that are very likely to contain more children in that category.

You can do it in a number of ways. You can take each child and measure him objectively on a lot of different tests, many of which are not proven and some of which may be good indicators and some of which may not.

You can try to determine in a general way the likelihood of that occurring. I think it is fair to say that the high incidence of concentration of poverty is likely to result or at least be reflected in more children who are educationally disadvantaged.

It is not automatic and it is not 100 percent, but it is one of the factors you would certainly look for. It is not the only one that I would look for, and I would be glad to have additional assistance from the committee and others to try to determine this.

I think it is entirely fair to say that a high concentration of poverty is likely to result in a degree of educational deprivation.

Mr. QUIE. Granted that it is likely to result. There is a high percentage of poverty, but I am trying to find out how you define what an educationally disadvantaged child is and I can't conceive of two children ranking the same on a reading test, one coming from a family with a $50,000 income and another one from a family of $2,000 income, both reading the same, but one would be called educationally deprived and the other not.

It seems to me they are both educationally deprived. Maybe the one who comes from a wealthy family is worse.

Secretary WEINBERGER. The problem is that the wealthy family has more means to do something about it, and what you want to do is get the funds in the area that will do the most good and have the most impact.

Mr. QUIE. Do you mean send him to a private school?

Secretary WEINBERGER. Any one of a number of different kinds of things. I am not talking about what is the proper solution, I am talking about the best method of measuring where Federal funds for this purpose should go.

I don't pretend to have a final answer, but I do think it is proper to use a high concentration of poverty as one of the tests.

Mr. QUIE. Right now in a school which is a target school where they are providing assistance for all educationally disadvantaged children, the educationally deprived son of a doctor that makes more than $50,000 presently is getting benefit from the program.

What I am concerned about is that he would not get the benefit from the program if you had to crank poverty into the definition of educationally disadvantaged.

Dr. MARLAND. That is allowable, and I think we have not been clear on this on the abbreviated exposition we have given of the whole exercise. The dollar condition of the family, namely poverty or not, is the factor by which the State distributes money to a local school district.

If that local school district, and here we bear upon your point, if that local school district in its wisdom chooses other criteria for the selection of educationally disadvantaged children than the dollar, they may do so.

In other words, the conditions of deploying the money as prescribed in this bill are governed by poverty but within that community, responding if you will to the issue you raise, there may be other criteria used as distinct from poverty and concentrating those monies on educationally disadvantaged children.

Secretary WEINBERGER. I don't object to your point that you are getting to that we should use testing.

Mr. QUIE. No, I am not getting to that. What I am saying is that right now schools can make up their own minds on who is educationally disadvantaged after the money gets into the target school. You are going to define educationally deprived. It says right here, the term educationally deprived who suffer from educational deprivation as determined in accordance with criteria.

Secretary WEINBERGER. That is allocation of the funds, not what is done with them after they get there. That is a rough measure to enable us to allocate funds where it is more likely that there are high concentrations of poverty and educationally deprived, but what they do with them after they get there is up to the school district.

Mr. QUIE. I didn't see anything in the bill that you have here on allocation of funds to the State or to the school districts on educationally deprived. That was only on the economically deprived.

I stand corrected if there is some place where you could distribute it to the State or to the school district based on educational deprivation. If that is the case, we have a new ball game here, and I would like to talk with you.

I thought there was an opportunity for a school district after it got its funds to use testing or low income, and that is where the educational deprived definition does come in.

Dr. **Marland.** Those can be adapted to the terms we have set forth.

Mr. **Quie.** What about the children who are deaf, hard of hearing, speech impaired, mentally retarded or crippled if they fall below a certain achievement level? Can they be considered as educationally deprived and, therefore, recieve benefits from Title I?

Secretary **Weinberger.** They are qualified under the handicapped provisions of the proposal.

Mr. **Quie.** I recognize that, but I am wondering if they can also qualify under Title I?

Dr. **Marland.** I think the answer to your question is yes.

Mr. **Quie.** That is a great step forward. I am glad to hear that. What about the trainable retarded?

Dr. **Marland.** Likewise.

Mr. **Quie.** Presently in the law if a school had a program of remedial reading, they can't get any Federal money for that program It can only be for additions on top of it and new concepts of reaching disadvantaged children, but anything they were doing at the beginning of the Act they can't get any Federal money for it.

As I read your bill, you no longer carry that language, and I hope that you did it intentionally.

Dr. **Marland.** What I think I am hearing you say is, to use a generalized term, that we must find comparability. In other words, there must be an added function performed by added Federal money, and if they already had a reading program, that it could not be instituted for that.

Under this bill, the moneys are deployed for whatever uses the local school systems wish to make of them. The feature of comparability is still there, but total sums of money as distinct from a specific program would govern.

If school B is serving educationally disadvantaged children and the median cost is $800 per child throughout that community, then the funds that are applied here hopefully at a rate of $300 per child would be in addition to the $800 already being expended.

If they have a reading program in that school, which we hope they do, in compliance with our proposal here, that money may go to support the reading program so that comparability is maintained.

Mr. **Quie.** I think that is a great step forward because there have been many programs that should have permitted Federal funds to be used and local funds be used for something else. I think comparability is absolutely necessary so that every eligible child receives the advantage of having this money spent in addition to the regular budget.

Dr. **Marland.** This is part of our objections to an accumulation of these many bills, and I think Mr. Meeds was in need of further appreciation of what this means as he says we are adding on more categorical means.

We are not. This stack of papers before me has to go to every school in the United States. We would say that the total regulation and guidelines for this program we are now offering you could be a 10- or 20-page document instead of all of this.

Mr. **Meeds.** Mr. Chairman, wanted to know on the number of employees involved in the programs which are being folded in here, not only the number, but I want the names of the people who are involved in those programs. You won't have any problem with that, will you?

Dr. MARLAND. The only problem we have is that we are making many changes within the organization and some people are being deployed to regional offices and some are being reassigned to higher education out of elementary and the names would not be very meaningful for a long period of time, I am afraid.

Mr. MEEDS. They will be next year when we are having hearings. If that is an untoward or unwarranted request—you tell me you have 400-some-odd people involved in the program now.

I would like to have the names in the list you give me of the people who are involved in the program. That is not a big deal.

Dr. MARLAND. It is not a reliable list. We can furnish it, but it soes not have much meaning.

Mr. MEEDS. If you would furnish that list of names along with the numbers, I would appreciate it.

Chairman PERKINS. Mr. Mazzoli?

Mr. MAZZOLI. Thank you, Mr. Chairman.

Mr. Secretary, is it your intention to get statements of opinion from educators across the country, now that your plan is unveiled, as to their reaction? I know, for instance, in your statement this morning you say there apparently have been misunderstandings and misgivings that are groundless. Is it your intention now to give publicity to your program?

Secretary WEINBERGER. Yes, we would certainly hope to have the facts of it presented, and we will try to present them and we hope it will be more understood than some of the previous comments seem to have indicated.

Mr. MAZZOLI. Very good. Is there some reason in the distribution of money to handicapped and vocational education and supportive that you count all children aged 5 to 17?

Secretary WEINBERGER. I think, because the national proportion of the pupils in these categories fall roughly within those percentage points, that it is a method which initially won't seem fair.

Dr. OTTINA. Unlike the SAFA distribution, for example, where you can identify a particular person who lives, on Federal property it is distributed differently among States; unlike the disadvantaged which is also distributed differently among States, the programs we are attempting to support here tend on a whole to be distributed evenly among the States, and therefore, the count of total school children would suffice.

Mr. MAZZOLI. You mean in the State of California statistically there are 10 percent of the children who are autistic or victims of some disease?

Dr. OTTINA. Yes.

Mr. MAZZOLI. Is there any way to try to weight the distribution of money to those States who have superb programs in these categories rather than distributing them to all States who may not have been doing what they should on their own?

Mr. MARLAND. At this time there is no effort to reward or establish implicit incentives in this bill, although it is something you may want to discuss further. It is an evenhanded distribution as nearly without the effect of differences as you suggest as it can be.

However, part of the effect of a 30 percent transfer option for a given State would affect those differences. Vermont may have different views from Arizona as to how it wants to treat handicapped children and it has the freedom within that 30 percent transfer as well as the 100 percent supportive services to do what it chooses to do with those resources to maximize certain things Vermont believes they need as distinct from Arizona.

Mr. Mazzoli. That reaches part of my point. The other part is that some states may have been lagging far behind and not exercising their own responsibilities with respect to these children with handicaps and other such problems.

Kentucky has a good program in distributive education, and I would think perhaps some thought might be given along the lines to some weighted average, if it could be done reasonably, to reward those States which have really gone forward in satisfying their responsibilities, recognizing and satisfying them and rather simply to distribute money to all States, some of whom may not use it except as they would 30 percent swing it around.

Dr. Marland. One of the reasons that I think underlies our redistribution of personnel and that is an increasing role of technical assistance in the Office of Education and in the National Institute of Education to provide resources to those States that have been negligent and diffident or whatever, not by the dollar persuasion but by professional persuasion.

Dr. Ottina. I think you will find if you look at State-by-State distribution——

Chairman Perkins. Mr. Huber?

Mr. Huber. You talked earlier about the double count. We had Dr. Porter, the superintendent of education from Michigan, here and he talked about the disadvantaged child. The two key problems that he saw was the lack of attendance and mobility and he talked in terms of this mobility factor as high in some cases as 125 percent in a given year.

Your double count makes it easier to have mobility, it seems to me, and you talked about removing impediments and here is Dr. Porter saying keep them in that same class, and we can move them up two years in one year's time if we don't have them move from school to school.

It seems to me you are complicating the problem that Dr. Porter is putting the key issue on as to why we have disadvantaged children.

Secretary Weinberger. The information is that there are methods and devices in schools in high poverty concentration areas to try to persuade children not to leave because of additional fundng.

What we are trying to do with that provision is to remove that kind of discouragement that may be given to children or his family. If we are wrong about that, I am sure we would want to be corrected, but that is the area we were addressing with that provision.

Dr. Marland. The effect of that would be that the children you describe, and I am painfully aware of the high moblity among disadvantaged children, is more likely to be among disadvantaged schools rather than the upward mobility that this bill seeks to encourage.

Chairman **Perkins**. You have been quoted as saying that the administration will not request the funds for The Elementary and Secondary Act, The Vocational Education Act, the Adult Education Act, and other Acts repealed by special revenue sharing if the special revenue sharing proposal is not enacted by June 30.

You came up here today, March 19. How do you expect the Congress to pass your bill when you submit it to us only ten weeks before the first of July?

Secretary **Weinberger**. Congressman, the bill in its general form was submitted to the Congress 2 years ago, and there have been hearings in both Houses in the past two sessions.

We believe there exists, if there is a desire to do it, ample time to have hearings and to pass a measure of this kind, and we have indicated a willingness to be flexible and discuss different kinds of formulas and things of that sort.

I think it is more a function of willingness than of time. I think there is time to do it, and we would hope that it would be done.

Chairman **Perkins**. Would you see that a supplemental budgetary request is sent up if the Congress does not act in time?

Secretary **Weinberger**. I am sorry, sir?

Chairman **Perkins**. Would you suggest to the Bureau of the Budget that they send up a supplemental budget request if the Congress doesn't act in time?

Secretary **Weinberger**. I don't have any authority to proceed on the assumption that this plan is going to fail, and our entire thrust and effort and time is being devoted to trying to secure passage of this bill. What happens if this bill does not pass is a hypothetical question.

Chairman **Perkins**. I was trying to find out what you would do in the way of recommending a supplemental budget.

Secretary **Weinberger**. What I would do is urge the passage of this bill.

Chairman **Perkins**. Why does your proposal delete the parental involvement requirement from the disadvantaged that was included 3 years ago?

Secretary **Weinberger**. This is a proposal of revenue sharing, and we believe any school district who wants to have a parental advisory committee is free to do so. We do not think we should mandate a series of requirements which require us to audit them to see if you have a parental committee and whether they have meetings and all of the rest.

We think that is a matter for local determination.

Chairman **Perkins**. Under your bill, do you consider the allocations made to the local educational agencies for the disadvantaged and for the impact aid money to be entitlements as they are under public law now?

Secretary **Weinberger**. What we are proposing, Mr. Chairman, is a bill under which funds would be allocated by formula for these purposes and the entitlement question would certainly be——

Chairman **Perkins**. Do you consider them to be entitlement-under your proposal?

Secretary **Weinberger**. We consider them to be amounts we are requesting Congress to appropriate for these broad purposes.

Chairman **Perkins**. But you are not using the word "entitlements"?

Secretary **Weinberger**. You and I may have a semantical problem about that. I don't get the esoteric significance of what you mean by entitlement.

Chairman **Perkins**. I mean something you are entitled to as a matter of right.

Secretary **Weinberger**. I don't see how you can make that kind of promise because Congress has the determination of whether it is going to pass a bill or not. I can't say anyone is entitled to anything until Congress has acted upon it.

Chairman **Perkins**. The local educational agencies are entitled to those funds now under present law, and I was trying to see if under your proposal you considered them entitlements.

Secretary **Weinberger**. They are entitled funds if Congress passes a bill. We are suggesting to Congress what we think is a better way to go.

Chairman **Perkins**. I have observed throughout your testimony that you have taken good care of your so-called discretionary grant funds and are not proposing that we fold them into the so-called special revenue sharing package. Assuming that special revenue sharing is enacted, what role do you plan for the Office of Education? Do you have any plans to eliminate the Office of Education?

Secretary **Weinberger**. They have 71 programs still to deal with, Mr. Chairman. What we are talking about is folding 32 into these 5 earmarks, and they would have duties in connection with this, but not nearly as extensive or time consuming or sterile as they are presently required to perform.

Chairman **Perkins**. I don't intend to hold you here. We may want to call you back in a couple of weeks at your convenience. If there are no further questions, we thank you very much for your appearance here today.

We certainly appreciate your being so frank with us and giving us the views of the administration, Mr. Secretary. We thank all of you.

Secretary **Weinberger**. We thank you, sir.

(Whereupon, at 12:45 p.m., the hearing adjourned to reconvene at 10:30 a.m., Monday, March 26, 1973).

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1973

FRIDAY, MARCH 23, 1973

U.S. House of Representatives,
General Subcommittee on Education,
of the Committee on Education and Labor,
Morehead, Ky.

The subcommittee met, pursuant to notice, at 9 o'clock a.m.; in the Conference Room, Adron Doran University Center, Morehead State University, Representative Carl D. Perkins of Kentucky [Chairman of the Subcommittee] presiding.

Present: Representatives Perkins, Mazzoli (Kentucky), Ford (Michigan), and Quie (Minnesota).

Also present: John F. Jennings, majority counsel; and Yvonne Franklin, minority legislative associate.

Chairman Perkins. The subcommittee will be in order. A quorum is present.

First let me state that I am delighted to welcome my colleagues to my home congressional district.

Seated on my left is Congressman Mazzoli from Kentucky and Congressman William Ford of Michigan.

And, on my right is the ranking minority member, Congressman Quie of Minnesota.

I am delighted to have these distinguished Congressmen here with me this morning, Dr. Doran, and especially to be at your institution. Morehead, Kentucky, has made tremendous progress in recent years, and I just hope that the Members who accompany me here today may have some time, even though we are going to be real busy, to visit this campus, see the tremendous progress, and investigate how the student assistance programs are working out here in Morehead. But for these student assistance programs, this very institution would not have grown to the extent that it has grown. And, but for the college facilities assistance that we many years ago recognized we must give to institutions of higher learning, this institution would not have made the great progress that it has made.

Then, on top of it all, you have a great president in Dr. Doran, who has provided the essential leadership that has made this great institution what it is today. I am delighted to welcome Dr. Doran this morning.

We are here in the heart of Appalachia, a little bit to the south, hoping that we can get some ideas in connection with the extension of the Elementary and Secondary Education Act. We have some problems in Washington, and there is so much misunderstanding about so-called special revenue-sharing. I personally feel that it is misnamed; that it kind of indicates there are special funds coming into the areas, but there is no special money coming into the areas anywhere in the country. It is just funds in lieu of special programs. In many instances, we are going to be shortchanged. Education special revenue-sharing is trying to fold some 32 programs into five main categories, putting everything at the State level. None of us has any objection to revenue-sharing as such. General revenue-sharing along with our present programs is just fine, but that's not the case. We have here five categories under special revenue-sharing. The first category is the disadvantaged under title I; the second category is impact aid with only the "a" children involved. Under the administration's plan, those funds are to remain intact. And, the way that the 1973 funding resolution is being construed, the funds that are provided for are much less than the funds that we received in the fiscal 1972 appropriation.

Then we have the third category, vocational education, where you can shift 30 percent of the funds at the State level; and the title IV, handicapped, where you can also shift 30 percent of the funds. And, for supporting services, the fifth category under the administration's proposal, all the funds can be transferred anywhere the commissioners of education want to shift them. I, don't think our commissioner of education in Kentucky would want to make these decisions, and I don't think the commissioner of education in North Carolina would want to make these decisions.

The fifth category of supporting services involves title II of ESEA, the library title; title III of NDEA, the equipment title; and Title III of ESEA; the innovative programs under ESEA, which we consolidated a few years ago with the guidance and counseling program, title V of NDEA. Congressman Quie was present in 1970 when we were extending the Elementary and Secondary Education Act and we merged guidance and counseling, title V-A of NDEA, with title III ESEA, the innovative title. The guidance and counseling people who testified before the committee recently stated that since that consolidation, the State commissioners of education throughout the country who have the flexibility to shift the fund, had cut back the programs by 50 percent within that 2 to 3 years. That testimony is in the record.

In addition to that——

Mr. **Quie**. It shows they weren't needed so much.

Chairman **Perkins**. We were just building them.

Also in this fifth category of Special Revenue Sharing is the school lunch program, which involves the basic support, of all the school youngsters who receive lunches throughout the country. And, in addition to that, we have Title V of ESEA. The State departments of education would have the right to make the decisions on Title II ESEA, Title III NDEA, Title III ESEA, the guidance and counseling, school lunch, and title V.

Now, I personally don't think that this issue is understood throughout the country. That's one reason for these field hearings, to try to make the programs better understood. I know by the letters I receive from some of my school superintendents that it is completely misunderstood.

Following Dr. Doran's testimony, we will hear from some State departments of Education and school superintendents in the Appalachian area. Now I want to ask Congressman Quie if he has anything that he wants to say at this time.

Mr. **Quie**. No, I don't. I just would like to say, however, I appreciate being here. I have known Dr. Doran for some time and am pleased to be in his institution. I have known Carl Perkins quite a bit longer and wanted to be in his district.

Chairman **Perkins**. Mr. Mazzoli.

Mr. **Mazzoli**. Thank you Mr. Chairman.

Of course the two of us are colleagues on the committee as well as colleagues in representing the Commonwealth of Kentucky. Today I'm in your district.

Tomorrow in Louisville, we will have continued hearings on this topic. Dr. Doran and the Chairman will be my guest. We have taken these hearings into Kentucky, and to different spots in the country, in an effort not only to realize the effect of these proposed changes on educators, all across the country, but as well for us to have a chance to inform them, to some extent, of some of the subtle changes which at least have been proposed.

So I would like to reiterate what the Chairman said earlier and what my friend, Al Quie, said, and that is to accept your hospitality and to appreciate it and to indicate to you that it is really a fine experience for all of us to visit your campus.

The only thing I can say is I hope the next time I see you you won't be wearing that white sock and that you'll be 100 percent active.

Thank you.

Chairman **Perkins**. Mr. Ford.

Mr. **Ford**. Thank you, Mr. Chairman.

I, too, join Al Quie. It was my privilege as a new Congressman a little over 8 years ago to come on this Committee before Carl Perkins became Chairman of the committee, and he was singlehandedly the most influential man in the country in the enactment of the ESEA. I tagged along on his coattails as a young Congressman, and have been claiming credit just for being there ever since.

It is nice to see you, Dr. Doran, because I can remember you as one of the first people to whom I had the privilege to talk about this legislation that far back. I particularly would like to thank you, as I have in Washington, for the many fine graduates of your institution who are teaching in my Congressional district in the suburbs of Detroit. I don't know whether we are getting the better part of that or not, but I suspect we are. We have many fine people from this part of the country living in my area, and I have had the opportunity over the years to identify and talk to a number of people who have attended your institution. They are mutual friends. So I'm really pleased to be in Carl Perkins' district and with his folks.

Chairman **Perkins**. All right, doctor, you are our first witness. We are all delighted to hear from you this morning. You may proceed in any manner you prefer.

STATEMENT OF DR. ADRON DORAN, PRESIDENT, MOREHEAD STATE UNIVERSITY

Dr. DORAN. Thank you, Congressman.

Of course this is sort of homecoming to us in the Seventh District for Carl Perkins to come to his home district for these hearings. But it is more than that, because we are honored beyond expression almost that you other three gentlemen have joined him for the hearing today. Ron Mazzoli is no stranger to our campus, and certainly to Kentucky. He served as chairman of the Senate Committee on Education when he was in the State Senate, and now is a great source of satisfaction to us that you all have admitted him to the select circles in Washington to serve on this committee where he can further his interest in education.

This is really a sort of a repeat performance, Congressmen; as you know, to come to our campus for a hearing of your subcommittee. On February 23, 1962, you brought your subcommittee here with Carl Kearns of Pennsylvania and Robert Griffin from Michigan, who is now the U.S. Senator from the State of Michigan, and I said to Congressman Ford awhile ago, this could well be a good omen for him, that we launched Bob's campaign for the U.S. Senate from here a decade ago, and the next decade may hold greater things for him in Michigan.

Roman Pucinski from Illinois came along and Dominick Daniels from New Jersey.

It is a great pleasure that we welcome you, and the opportunity to review acquaintances with Congressman Mazzoli and Congressman Ford and Congressman Quie.

We were having a hearing at that time, gentlemen, on the House Resolution 10143 and 10199 which was styled "bills to encourage State programs of adult basic education." This was the original approach at establishing a program of basic adult education in America. Finally, as you know, the program was enacted into law.

It was significant, then, I think, that Morehead was selected as the site of one of those hearings, because the original concept of basic adult education originated in this country with Cora Stewart Wilson, who was then superintendent of public education in the county. She organized what was known as the moonlight schools, Congressman Ford, in America, and through her efforts the State of Kentucky formed what they called an illiteracy commission. Then when President Hoover organized a Federal effort in this behalf, she became chairman of the National Illiteracy Commission. I think it is encouraging to you to know that as the result of ths heritage and as a result of this legislation, we have pursued this program to its fulfillment.

On our campus now is to be found what we call the Appalachia Basic Adult Education Demonstration Center, where a program is funded and our people are working with State directors in 13 states of the Appalchian Region in building modules for this basic adult education program.

So I hope that as the result of what you will do here and hence from here will have as decided an effect in the field of education as what you did 10 years ago here and what we have been able to do under that legislation.

I think you'd be interested in knowing that our program has been so outstanding that UNESCO gave us an award last year for proficiency in this program.

I recall, Congressman Quie, as you said awhile ago, my first appearance before your committee was back in April 1964 when you were conducting hearins on H.R. 10440, which later became the Economic Opportunity Act of 1964. At that time I was chairman of the NEA Legislative Commission, and gave testimony. The record shows that we spent two and a half hours talking about trying to get education as a component of the effort to affect the pockets of poverty in America.

We proposed then that, if you couldn't do it through the vehicle of the Economic Opportunity Act, that you move to amend Public Law 874, wherein you were appropriating money to impacted areas because of Government installations, you could follow that same principle and appropriate money to school districts which were impacted by low-income families.

Well, this was a departure, a great departure, from the way that we had thought of financing education, but, if you recall later, in 1964, President Johnson named a task force to study ways and means of the Federal Government's participation in education, and out of this very concept came the Elementary and Secondary Education Act of 1965 that you all were kind enough to let us call the Perkins bill.

Now, we have come a great distance from those days of theorizing about financing education at all levels and getting into some practical aspects of getting the money where the needs of the needy were greatest. You let me talk about this H.R.2362 as the Elementary and Secondary Education Act then in January of 1965. I believed in the principle then. I believe in it now. The evidences are far greater that our approach then was sound, your legislation then was sound, because of the results that have been produced by it.

I am not in position, gentlemen, to talk about the technicalities of formulas for distributing the funds. If you would move to legislation that would provide support across the board in general education and get away from categorical aid, then you wouldn't have these problems arising. The record shows that there were some on the committee then—there may be people on the committee now—opposed to general Federal aid. But I hope someday we get around to taking the shackles off and say we're going to appropriate money by the Congress to provide educational opportunities for all of the youth of America, wherever they are, and in whatever kind of situation they are in.

I see little need to change the approach that we are making, but rather I see great need for strengthening the approach. Before I quit with my welcome to you, I wanted to tell you also how deeply concerned we in higher education are, particularly about the features of the legislation and the budget you are considering that have to do with financial aid to college students. I have made case studies of our people who now are on financial aid, and unless the legislation approved by Congress in 1972 is followed, and you finance the four programs that are now being financed for student aid, and add to that the Basic Opportunity Grants, then we are going to suffer greatly come next September in providing aid to the students who are now here and the students who are going to come next fall. What I say about Morehead State University can be said about most, if not all, of the institutions of higher education in this Nation.

I hope we have provided comfortable quarters for you. If they are not, Congressman Mazzoli knows we have a Red Room back here where he spoke the last time, and ate when he was here. We want to provide an opportunity for you to eat lunch. We have set the facilities up in one of the dining rooms, and if you have to eat in shifts, it will be well. We can adjust our accommodations to your pleasure, and you have access to the facilities as long as you will stay. If you desire to stay overnight, we will be delighted to have you here but, above all, we are honored that you are here and delighted to see all four of you again.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. Thank you, Dr. Doran.

What I am really impressed by is that you remember the numbers of those bills. I have a hard enough time remembering the numbers of the bills we have right now.

Dr. DORAN. Congressman, I have a good graduate assistant who went back and found them for me, so when somebody tells you the graduate assistants don't do anything, well, you say I found one.

Mr. QUIE. I heard they did most of it.

Dr. DORAN. They did this much of it, anyhow.

Mr. QUIE. You have, I think, set the stage well. It's good knowing the history that brought us to this point as we move into the future. I thank you for your testimony.

Chairman PERKINS. Mr. Mazzoli.

Mr. MAZZOLI. I have nothing further, Mr. Chairman, except to thank the doctor for his gracious welcome today and also for the nice accommodations for our meeting and for the offer of a nice, relaxing lunch. I may not personally be able to stay. I have to go back to Louisville early this afternoon, but I do appreciate the offer and thank you for it.

Dr. DORAN. It will be better than McDonald's if you eat before you go.

Mr. MAZZOLI. That's true. The last couple of days I have violated my own habits on eating, so maybe a fasting along the line would be good. Thank you.

Chairman PERKINS. Mr. Ford.

Mr. FORD. Thank you very much.

I really would like to ask just for your impression as someone who has lived with this legislation and lived with the many proposals that preceded it, the many unsuccessful attempts that were made by people of good will and by the organization that you were representing back in 1962, and other similar organizations in education who continue to be great supporters of the concept of Federal aid. From the very beginning there have been those who decried the categorical approach that was taken by the Elementary and Secondary Education Act for a variety of reasons. It seems that there are those who will not be convinced, no matter what.

We are somewhat bemused by the fact that, as the President's own program this year has been filtered out to us piece by piece and reworked, it becomes more categorical as it goes along, while the rhetoric would indicate that the basic weakness of our approach has been the categorical approach.

You, perhaps better than many other people in terms of the position that you have held in education, would have been able to observe during the life of the Elementary and Secondary Education Act the ways in which the categorical approach has put money into the hands of people at your level of education and down into the little schoolhouse to do things that hadn't been done, that had been talked about here perhaps on your campus but had not been done in these schools.

Could you make any comment on your impressions over these years as to the success of this approach in sending money for more or less specific purposes to school people so that the programs as funded do not have to compete at the board table with new construction, teachers' salaries, maintenance salaries, new school buses, and all of the other things that normally put so much pressure on the budget of schools?

What have we gained, if anything, or have we gained, as some of us believe we have, from sending this money in a way that freed educators to use it only for the broad general purposes for which it is intended?

Dr. DORAN. Congressman, I would not in any sense of the word imply that we have not profited greatly, because we have, but if a family is developing a budget by which to live out of a given income, it is most difficult if members are required to buy an automobile instead of something else, when they need clothing as badly or worse than they need an automobile, or they are required to buy clothing in certain amounts before they can buy transportation in some other form. That's an elementary sort of illustration, but it represents a principle that I think distinguishes categorical aid from general aid. I think the schools of America need the partnership of the Federal Government, along with the local and State effort, and I think that the Federal Government ought to come in as a member of that partnership in the same fashion in which the local and State governments come in.

Now, no State governments that I know appropriate money by their legislatures for particular categories, but it is money appropriated and allocated to what we ordinarily call the general school fund, and then it is distributed to the county on a basis that it can be used for educating all of the people.

If there has been any waste of this money, it has been because—and I question there has been any waste in it, if there has been, or poor management of it—it has come as the result of guideline restrictions that have been placed on the schools to quality for this money. There has been great progress made under the present Elementary and Secondary Education Act, and nothing should be done to it that would provide less money to the school districts of America than is now being provided.

Mr. Ford. I think Mr. Quie and I have been in agreement for a long time around one-third—Some place between a quarter and a third. We have been back and forth as to the Federal share ultimately of the total cost of elementary and secondary education. However, the realities of a constant budget fight over the level of expenditure for elementary and secondary education causes us to assume that, at best, we will be able to get something close to what we spent last year. If we were to spend something in the neighborhood of what we spent last year, would you think this would be the time to move toward some general spending of the money, or do you think that we ought to wait until we are talking about expenditures at a higher level before we depart from categorical approach to general approach?

Dr. Doran. If departing from categorical aid means we have reduced the amount of money that the Federal Government is placing in education, then we ought not to toy with the process. But if you take the base that we have established dollarwise in education, I think you can accomplish far more by general education support than we are now accomplishing by the segmentation of the programs and causing this competition you are talking about, and requiring boards of education and institutions of higher education to skew their programs in a direction that will qualify for these funds.

Let us have the funds and then let us develop the programs that we need to develop with this money and not require us to develop the programs that the U.S. Office of Education says we ought to develop to qualify for the funds.

Mr. Ford. Thank you very much.

Mr. Quie. Mr. Chairman; could I just ask one question?

Chairman Perkins. Yes, go ahead.

Mr. Quie. If we did what you suggest, do you think the formula ought to bring about an equalization of educational expenditures interstate, so that the poorer States receive more money than the wealthier States?

I think now the average expenditures run from something around $1,400 per pupil down to around $550. Do you think there ought to be an equalizer?

Dr. Doran. Well, there ought to be some equalization formula, either on the basis of ability of a State to meet its educational costs or the level at which it has assumed that responsibility. Now, some States, as in Kentucky, counties are just not able to carry the same proportion of the share of their responsibility as other counties. So I would say yes, that all of us believe in some proposal that would equalize educational opportunities as between the poor and the rich States, as between the poor and the rich districts. This is basic to general support of education, in my opinion.

Mr. Quie. Well, it's my feeling that the equalization within the State is the State's problem.

Dr. Doran. Yes.

Mr. Quie. But the Federal problem has to take a look at equalization between the States.

Dr. DORAN. But we recognize it at the State level and it ought to be recognized at the Federal level.

Mr. QUIE. Thank you.

Chairman PERKINS. Dr. Doran, I was interested in your comment on higher education. First let me state that the members on the House Committee on Education and Labor have tried to act as diligently as possible to bring about early funding. The supplemental is presently pending before the appropriations committee, and it contains the forward funding for the student assistance programs for 1974. No one realizes better than the members sitting on this committee here today that it is necessary that the institutions know something right away if we do not intend to deprive thousands of youngsters from the opportunity of entering college. I just want you to know that we have been moving heaven and earth to try to get the Chairman of the House Committee on Appropriations, George Mahon, to lift out of the supplemental all of the educational programs funded in the HEW appropriation bill, to separate them in order to move their approval through the House and Senate immediately.

I discussed the subject with George Mahon and with the Speaker several weeks ago, followed up my discussion with letters to them and discussed the matter again just yesterday. This position I am hopeful that we can proceed expeditiously to separate all of the Office of Education programs from the regular supplemental appropriation bill and get them approved by the House and Senate.

I have worked for years to get timely authorizations and timely appropriations; and certainly, since we were able to get the authorization last year, the Congress will be derelict if we fail to get a timely appropriation this year.

Dr. DORAN. I'm sure of that and I had no intent of diverting your attention from the Secondary and Elementary Education Act, but the people who are most confused today are the principals and guidance counsellors in the high schools.

Chairman PERKINS. I know that.

Dr. DORAN. They have no way in the world of discerning whether these promising young men and women who are graduating from high school this spring can go to college next year.

Chairman PERKINS. We are very cognizant of that fact and I am hopeful that our evidence is going to produce some results in Washington.

Let me thank you this morning. You have been very helpful, as you always are.

Chairman PERKINS. Our next witnesses are the gentlemen from North Carolina, Mr. Robert E. Strother, the assistant superintendent, accompanied by Mr. Carlton Fleetwood and Dr. Gary Hoover; and Dr. Charles Williams, the associate superintendent of the State department of education in South Carolina.

Let me say in introducing you gentlemen that it has been a pleasure for me to work with the State department of Education in North Carolina for the past 12 or 15 years, leading back to prior to the passage of the Vocational Education Act in 1963. You people have been most helpful in trying to bring about better educational opportunities for everyone.

It is a great pleasure for me to welcome you here.

Proceed, Dr. Strother, in any way that you prefer.

STATEMENT OF ROBERT E. STROTHER, ASSISTANT STATE SCHOOL SUPERINTENDENT, NORTH CAROLINA DEPARTMENT OF PUBLIC INSTRUCTION, ACCOMPANIED BY CARLTON T. FLEETWOOD, DIRECTOR, DIVISION OF FEDERAL-STATE RELATIONS; AND DR. J. GARY HOOVER, CONSULTANT, SCHOOL PSYCHOLOGY AND TESTING

Mr. STROTHER. Thank you, Congressman Perkins. We appreciate the opportunity to be here, and we want to be very informal if we possibly can.

Chairman PERKINS. Without objection, the prepared statements will be inserted in the record.

[The statement referred to follow:]

STATEMENT OF ROBERT E. STROTHER, ASSISTANT STATE SCHOOL SUPERINTENDENT, NORTH CAROLINA DEPARTMENT OF PUBLIC INSTRUCTION

Mr. Chairman and Members of the General Education Subcommittee for the Education and Labor Committee, I appreciate your courtesy in allowing me to support H.R. 69 by presenting the case for the youth of North Carolina. I have with me at this hearing Dr. J. Gary Hoover; Consultant: School Psychology and Testing; and Mr. Carlton T. Fleetwood; Director of the Division of Federal-State Relations; who will speak to specific points in the testimony and assist me in answering questions.

The continued flow of federal funds to the local education agencies and the State Education Agency in North Carolina is vital to the instructional programs in our schools. During FY 1965 the North Carolina public schools received approximately $27 million from the National Defense Education Act, Vocational Education, School Food Services, Impact Aid, and other federal programs. With the passage of the Elementary and Secondary Education Act of 1965, the funds supporting elementary and secondary education continued to increase until in fiscal year 1972 the North Carolina State Education Agency and local education agencies received more than $140 million. The programs supported by federal funds range from instruction for the economically and educationally disadvantaged to financial support for instructional materials and equipment.

Public Law 89–10 which was enacted by the Congress in 1965 provided several programs and considerable monies for the benefit of elementary and secondary students in the schools of the United States. While the local education agencies have received funds to improve services for elementary and secondary students under several titles of the Elementary and Secondary Education Act; the state education agencies have received funds to strengthen their programs under Title V, Part A, Section 503 of the Elementary and Secondary Education Act. If general aid is provided for local education agencies and state education agencies, it is recommended that the funds be made available in a manner similar to the way funds are allotted to state education agencies under Title V, Part A, Section 503 of the Elementary and Secondary Education Act; or in the manner funds are now allotted to local education agencies under P.L. 874 in federally impacted areas. It is our belief that funds allotted to local education agencies should come through the STATE EDUCATION AGENCY, which in turn would make possible viable leadership in program development.

Mrs. Elizabeth Randolph from Charlotte-Mecklenburg County Schools testified in support of Title I of the Elementary and Secondary Education Act on Wednesday February 7, 1973; Congressman Charlie Rose from the Seventh Congressional District in North Carolina testified on Tuesday, February 20, 1973; in support of Impact Aid; Mr. Robert Youngblood, Director of Migrant Education in the North Carolina Education Agency testified in support of Migrant Education on Thursday, February 22, 1973; and Dr. A. Craig Phillips, State Superintendent of the North Carolina State Education Agency testified in support of H.R. 16 and H.R. 69 on Wednesday, March 7, 1973. Since several persons who are directly involved in the administration of the Elementary and Secondary Education Act in North Carolina have given testimony in these areas, I shall give brief statements about these programs with some information concerning the effect of several proposals upon the North Carolina schools.

TITLE I OF THE ELEMENTARY AND SECONDARY EDUCATION ACT

The North Carolina public school system serves an enrollment of 1,158,549 pupils in grades 1–12. The Title I, ESEA program serves an unduplicated count of 172,791 children in grades 1–12, plus an enrollment of 16,700 five-year-olds in kindergarten programs.

Since the beginning of the Elementary and Secondary Education Act; North Carolina has ranked sixth in the nation as to the size of annual grants as determined by the 1960 census. (North Carolina falls behind California, New York, Texas, Illinois and Pennsylvania.) In recent years our State staff has provided leadership to local education agencies for improved programs in the priority areas of early childhood education for five-year-olds and reading-language arts for educationally deprived youngsters in the elementary and middle grades.

According to data available from the 1970 census, North Carolina has 99,224 school children from economically deprived families ($2,000) as compared with 323,096 children in the 1960 census. While North Carolina received $62 million during FY 1972 for Title I activities, it would receive varying amounts of money under the various proposals presented to your committee. Based upon the 1970 census data North Carolina would receive amounts estimated below:

	Fiscal years (in millions)		
	1972	1974	1975
Public Law 91–230 (1 year extension)	$62	$14.5	
H.R. 69 (full authorization)		[1] 191	[1] $191
Education special revenue sharing		[1] 57	[1] 45

[1] Estimated figures available from HEW.

Under H.R. 69 each State could receive $300 for each child aged five to seventeen in families having an annual income of *less* than $4,000; in families having an income of *over* $4,000 from AFDC payments, and in institutions for neglected or delinquent children. In addition to the $300 per child, H.R. 69 provides that "from any funds available for making payments under this part after making grants in the amounts determined under the preceding sentence, the agency shall be eligible to receive an amount arrived at by multiplying the number of children counted under subsection (c) by 50 per centum of the average per pupil expenditure in the State or, if greater, in the United States." Although the AFDC count varies among states having more influence on grants in many states than in North Carolina, each chief state school officer could determine an amount of money which his state would receive under the above formula.

TITLE II OF THE ELEMENTARY AND SECONDARY EDUCATION ACT

Title II of the Elementary and Secondary Education Act has provided North Carolina schools with over $12 million for the purchase of school library resources, textbooks, and other published and printed materials for use by teachers and students. In North Carolina the funds have been allotted to schools in each local education agency on a relative basis with the exception of a small portion which was reserved for special purpose grants. Since Title II funds must supplement local and state funds, this program has provided for the acquisition of school library resources which are greatly needed through the state.

TITLE III OF THE ELEMENTARY AND SECONDARY EDUCATION ACT

Title III of the Elementary and Secondary Education Act is the most effective force in North Carolina for constructive change in public education. The research and development capital ($23,964,687) provided through Title III since 1965 has made it possible for 90 local educational agencies to develop more effective educational practices in their systems. Many systems have developed more effective management and leadership procedures. Others have developed innovative educational practices for improving numerous instructional programs. We have also developed more effective procedures for acquiring or providing human support services such as health services, guidance and counseling services, and social services.

TITLE V OF THE ELEMENTARY AND SECONDARY EDUCATION ACT

Title V of the Elementary and Secondary Education Act has provided funds to improve the services of the State Education Agency through better coordination of federal programs, to improve management capabilities, to provide summer intern programs for young persons who may upon graduation from a university go into education; to improve dissemination of education information to local education agencies, to establish and improve services in research and development, to improve personnel services, and to assist in establishing a management information system. In our effort to provide needed services under Title V, the North Carolina State Education Agency employed two persons in the agency to work with parents of economically deprived children. It has always been our policy to use funds from different sources to provide overall services. It was our understanding that personnel could not be provided under Title I of the Elementary and Secondary Education Act to work with parents of the disadvantaged through our Department of Community Colleges; therefore, Title V funds were directed to meet this need. It is our contention that the programs, activities, and projects established by North Carolina under Title V, Part A have allowed the agency to move toward effective reorganization, decentralization, and realistic innovation with federal funds.

Education special revenue sharing

On Monday, March 19, 1973, the Administration's Education Special Revenue Sharing was presented to this Committee as the "Better Schools Act of 1973." While this proposal would consolidate several programs into five general areas, it does not propose to accomplish a great deal in improving the educational opportunities for the young people of our nation.

In the area of education for the disadvantaged, the educational special revenue sharing proposal would transfer Title I of the Elementary and Secondary Education Act into revenue sharing without additional funds. Local education agencies with 5,000 or 15% of their children from low income families would be funded first. In North Carolina there may well be inadequate funds to serve children in local education agencies which do not meet the 15% or 5,000 requirement.

The Orshansky Index may be a more equitable way of determining poor families whose children qualify for funds under the educational programs for the disadvantaged. A poverty level is established for farm and non-farm families including from one to seven persons on a sliding scale. Even under this index North Carolina would receive less money for disadvantaged programs since every county in the State experienced some degree of decline in level of family poverty between 1960 and 1970.

While there may be reasons for changing the formula for allotting funds under Title I of the Elementary and Secondary Education Act, we see no advantage to transferring the program to education special revenue sharing.

In the area of vocational education, the funds available for vocational programs, excluding some set-asides, are being transferred to education special revenue sharing. We see no advantages afforded to the young people in North Carolina by such a transfer.

In the area of education of the handicapped, something is accomplished by the transfer of programs benefiting the handicapped into education special revenue sharing. Set-asides in other programs, as well as the programs under the Education for the Handicapped Act; are made available to state education agencies and local education agencies for programs designed to meet the needs of children for whom the educators have responsibility.

In the area of supporting materials and services, funds from a few programs are transferred into education special revenue sharing to support activities formerly carried on under many programs, some of which have been recommended for termination in the administration's budget recommendations. It would be to the advantage of state education agencies and local education agencies if the funds for school food services, equipment and materials, innovative programs, etc. which were available in FY, 1972 were made available in FY, 1974 for supportive services.

As far as we can tell the transfer of assistance for schools enrolling children who live in Federal property to education special revenue sharing would do little different from P.L. 874 and P.L. 819. The fact that funding would be restricted to children of parents who live and work on federal property could be accomplished by appropriating legislation.

A discussion of education assessment as a basis for allotting federal funds to support programs for the disadvantaged

It has been suggested that an educational assessment instrument or instruments be designed to measure student achievement in the cognitive skill areas of reading and mathematics. The instrument would measure these skills in terms of specific learning criteria or objectives designated as appropriate standards of what children should know or be able to do at selected age or grade levels. Results from this assessment procedure would be used as a basis for allocating resources to local educational agencies for programs targeted to the educationally disadvantaged.

While any method of resource allocation has implications for funding levels, my remarks will center around some of the more salient educational measurement issues related to identification of academic strengths and weaknesses and evaluation of program outcomes.

A short discussion of testing problems will serve as a starting point.

There are, in the main two primary methods for determining student growth in the basic skill areas and the identification of need for program development. These are the Standardized Test and the Criterion-Referenced Test. Both concepts have been with educational measurement for a long time.

The Standardized or Norm Referenced Test provides evaluative information against a norm group as the reference point whereas the Criterion-Referenced Test gains its usefulness in comparing performance against a pre-determined standard or criterion. The best example of a Criterion-Referenced Test is the National Assessment of Educational Progress.

Local education agencies throughout the country are beginning to ask about the Criterion-Referenced Test as a measurement technique in an effort to gain more specific information regarding the performance of their students. At this point in time we do not have well developed batteries of these instruments and indeed, on a national basis they would be most difficult if not impossible to construct. There are a number of reasons for this:

(1) Unless each teacher in each school teaches to exactly the same objectives using the same teaching strategy, a criterion standard would not be a useful or meaningful index of performance.

(2) The allocation of resources to schools focusing on different objectives or attempting to fulfill different unmet needs with one test would run the risk of inequitable distribution of those resources.

(3) The number of test objectives and hence test items would require an extremly large and lengthy test, even if administered under the concept of matrix sampling procedures.

(4) Matrix sampling procedures would not provide individual LEA's with the necessary information upon which alternative teaching strategies could be decided.

(5) Teaching to the test becomes a danger unless testing is supervised by an external agency.

In a pluralistic society educational programming can only be effective when focused at the local level with its unique pattern of goals, resources, staffing patterns, interests, motivations, and student accomplishments across subjects and programming areas. Creating a criterion-referenced instrument to provide useful data for local decision makers is largely a matter for local educational agencies or; at best, very small regions of a state. The acceptance of a national performance standard carries with it the assumption that the instrument in question is as appropriate to the curriculum in a given school system as it is to the great diversity of curriculum encountered across the nation. Professor Ebel, a strong proponent of criterion-referenced methodology, talks about "content-standard" testing, however, curriculum content and teaching strategies are not standard on even a statewide basis.

With regard to costs involved in building and implementing a criterion-referenced assessment procedure for a single state one must first look at current assessment programs within LEA's and within states and the educational decisions for which they provide data. A single criterion-referenced testing program will not provide all the necessary data upon which sound educational decisions must be made. Assessment programs must be tailor made for each LEA and its unique needs.

In March 1973, a legislator from the State of North Carolina introduced a bill which would require testing of North Carolina sixth graders each year. The State Department of Public Instruction estimated that to administer a single instrument to 101,000 sixth graders; score; analyze and report the data, the cost would exceed 1.3 million dollars. In my judgment, this is not economical use of resources in that state data does not help individual teachers or program managers made the kinds of teaching decisions they need to make each day.

At the local level, one nationally recognized test publisher estimates that if a school wanted a criterion-referenced test for grades 1–3, in reading, with only 50 objectives per grade and 5 test items per objective, the cost of the Publishing Proposal alone would be $10,600. This does not include consultation fees, printing costs, administrative costs, data processing costs, interpretation costs, and reporting costs. As one can readily see, at the local level, the business of criterion-referenced testing is quite an expensive venture.

I would like to suggest an alternative to the construction of a nationwide criterion-referenced procedure. As I have indicated, the concept of local test construction to provide useful data for local decision makers appears viable. I feel this to be particularly true in the area of criterion-referenced testing. While the area of resource allocation is outside my purview, the concept of a combined criterion-referenced—norm-referenced approach is intriguing for program evaluation purposes, as well as for gaining global indicators of academic performance. Since we have not done an adequate job in program evaluation efforts in the past, emphasis at this point may well serve to strengthen program development efforts for the future. I would whole-heartedly support legislation which would require more sophisticated program evaluation efforts utilizing measures tied to program and student objectives at the local program level. The available technology would be better served here than at developing another national test battery. Since data collection via a test for pupil appraisal and program evaluation efforts is but one evaluation technique and usually focuses upon outcomes alone, a national academic performance standard would not give educators the cues they need to answer the question of why Johnny can't read and allow them to focus on specific strategies to assist in raising his level of proficiency.

SUMMARY

In conclusion we believe that the Elementary and Secondary Education Act programs should be continued as categorical support. We see no justification for redirecting programs which are fulfilling their stated purposes.

The Administration's budget request proposed reduction and support for Title I of the Elementary and Secondary Education Act, termination of support for library materials under Title II of the Elementary and Secondary Education Act, termination of support for improving state education agencies under Title V, Part A of the Elementary and Secondary Education Act, and termination of support for planning and evaluation activities under Section 402 of the General Education Provisions Act and Title V, Part C of the Elementary and Secondary Education Act. The schools of the nation have continued to improve during the past decade. We owe it to the young people of our nation to provide better educational programs through additional support from Federal funds.

It is earnestly hoped that your Committee will recommend authorizing legislation to continue the Elementary and Secondary Act Programs.

EXHIBIT 1.—SUMMARY OF FUNDING SOURCES FOR ELEMENTARY AND SECONDARY EDUCATION IN NORTH CAROLINA—ESTIMATED BUDGETED EXPENDITURES FISCAL YEAR 1972-73

	State funds	Percent	Federal funds	Percent	Other funds	Percent	Total
Department of Public Instruction and Controller's Office	$8,050,111	63	$3,846,930	29	$1,050,866	8	$12,947,907
Local education agencies	578,527,266	67	133,012,171	16	149,181,698	17	860,721,135
Total	586,577,377	67	136,859,101	16	150,232,564	17	873,669,042

EXHIBIT 2.—NORTH CAROLINA DEPARTMENT OF PUBLIC EDUCATION SUMMARY OF STAFF ANALYSIS EFFECTIVE MAR. 1, 1973

	Total employees	Source of funds		
		State	Federal	Other Receipts
Department of Public Instruction	511.5	343.25	166.25	[1] 2
Percent		67	32.6	.4
Department of Community Colleges	141.0	122	19	
Percent		87	13	
Controller's Office	239.0	176	55	[2] 8
Percent		74	23	3
Total	892.5	642.25	240.25	10
Percent		72	27	1

[1] Smith Reynolds Foundation.

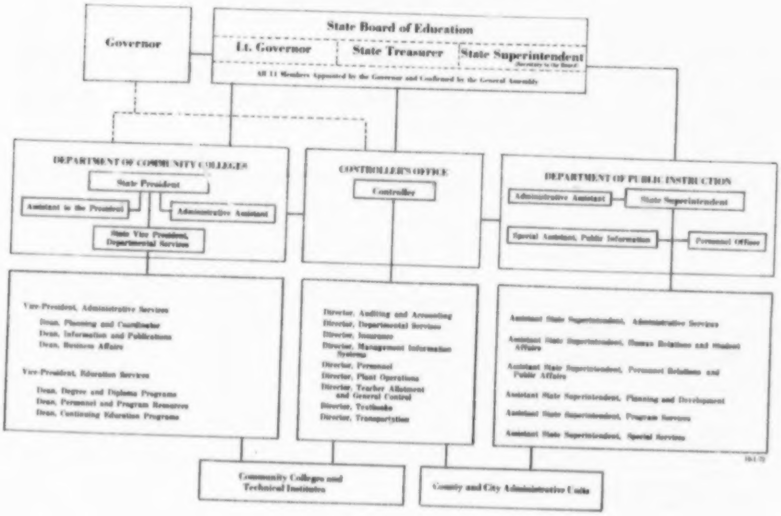
[2] Division School Insurance.

EXHIBIT 3.—NORTH CAROLINA, TITLE I, ESEA—FISCAL YEAR 1973

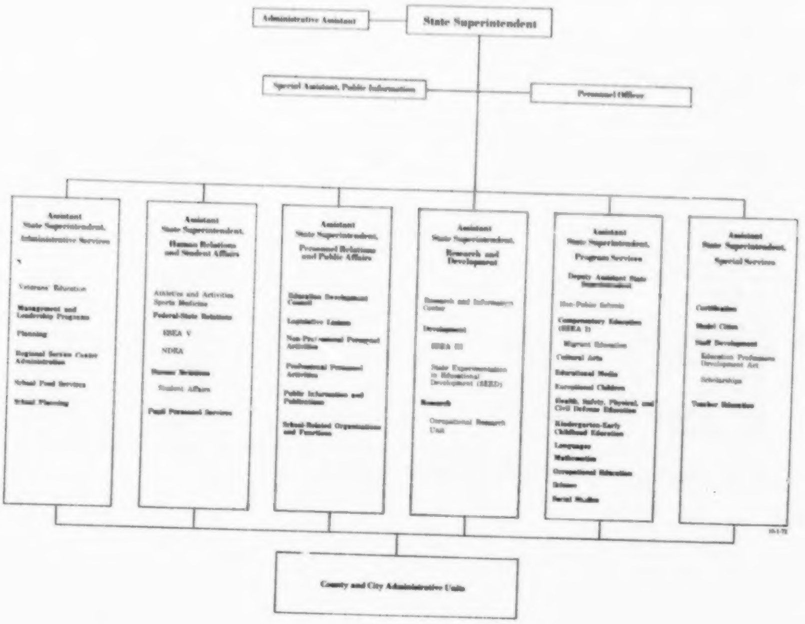
Subject area	Children involved	Percent [1]
Participation by subject areas:		
Kindergarten (school year)	15,957	8.43
Reading	118,097	62.39
Language arts	30,415	16.63
Art	5,233	2.76
Cultural enrichment	8,598	4.54
Mathematics	15,783	9.08
Music	9,858	5.21
Natural science	1,315	.69
Occupational education	2,510	1.33
Physical education	2,180	1.15
Social sciences	309	.21
Special activities for the handicapped	4,328	2.29
Other instructional activities	2,288	1.21
Participation by activities:		
Attendance	32,813	17.33
Clothing	15,456	8.17
Food	13,168	6.96
Guidance counseling	21,033	11.11
Health (medical and dental)	68,703	36.29
Media (libraries)	29,775	15.72
Psychological	14,021	7.41
Social work	51,393	27.15
Transportation	35,518	18.76
Special services for the handicapped	1,142	.60
Other services	13,760	7.27

[1] This percentage is based on an unduplicated count of children (189,291).

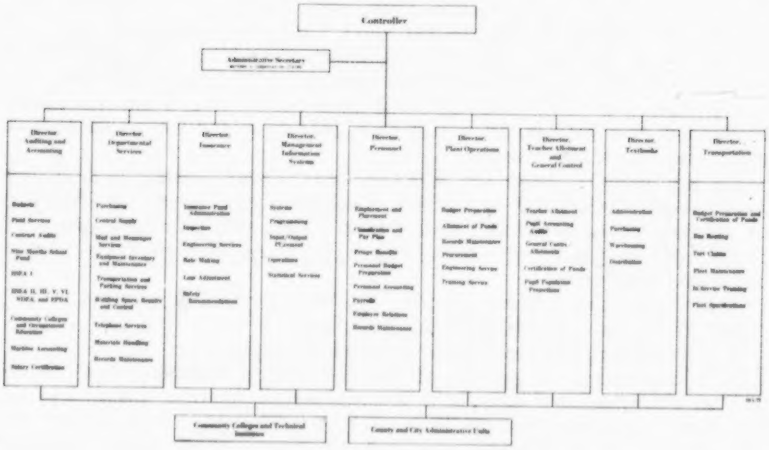
North Carolina Department of Public Education


Governor
State Board of Education
Lt. Governor
State Treasurer
State Superintendent
(Secretary to the Board)
All 11 Members Appointed by the Governor and Confirmed by the General Assembly
DEPARTMENT OF COMMUNITY COLLEGES
State President
Assistant to the President
Administrative Assistant
State Vice President, Departmental Services
Vice-President, Administrative Services
Dean, Planning and Coordinator
Dean, Information and Publications
Dean, Business Affairs
Vice-President, Education Services
Dean, Degree and Diploma Programs
Dean, Personnel and Program Resources
Dean, Continuing Education Programs
CONTROLLER'S OFFICE
Controller
Director, Auditing and Accounting
Director, Departmental Services
Director, Insurance
Director, Management Information Systems
Director, Personnel
Director, Plant Operations
Director, Teacher Allotment and General Control
Director, Textbooks
Director, Transportation
DEPARTMENT OF PUBLIC INSTRUCTION
Administrative Assistant
State Superintendent
Special Assistant, Public Information
Personnel Officer
Assistant State Superintendent, Administrative Services
Assistant State Superintendent, Human Relations and Student Affairs
Assistant State Superintendent, Personnel Relations and Public Affairs
Assistant State Superintendent, Planning and Development
Assistant State Superintendent, Program Services
Assistant State Superintendent, Special Services
10-1-72
Community Colleges and Technical Institutes
County and City Administrative Units

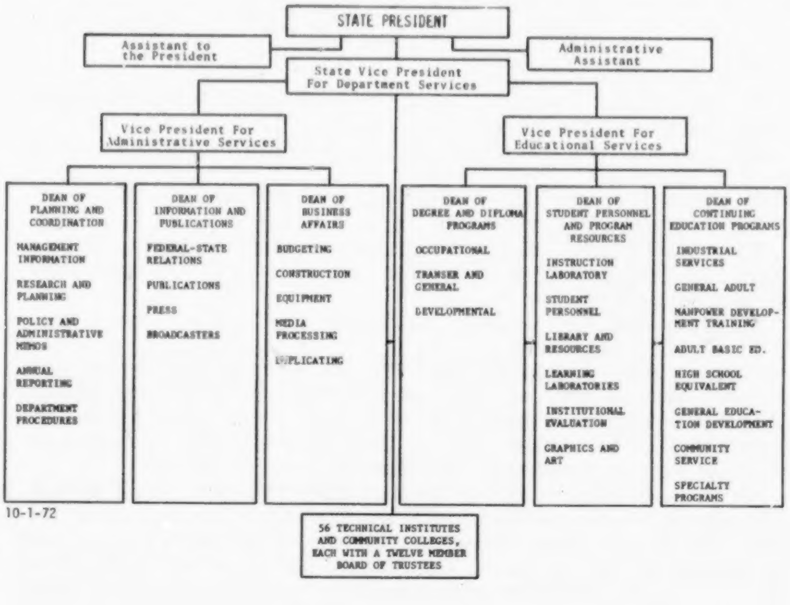
Department of Public Instruction


Administrative Assistant
State Superintendent
Special Assistant, Public Information
Personnel Officer
Assistant State Superintendent, Administrative Services
Veterans' Education
Management and Leadership Programs
Planning
Regional Service Center Administration
School Food Services
School Planning
Assistant State Superintendent, Human Relations and Student Affairs
Athletics and Activities
Sports Medicine
Federal-State Relations
ESEA V
NDEA
Human Relations
Student Affairs
Pupil Personnel Services
Assistant State Superintendent, Personnel Relations and Public Affairs
Education Development Council
Legislative Liaison
Non-Professional Personnel Activities
Professional Personnel Activities
Public Information and Publications
School-Related Organizations and Functions
Assistant State Superintendent, Research and Development
Research and Information Center
Development
ESEA III
State Experimentation in Educational Development (SEED)
Research
Occupational Research Unit
Assistant State Superintendent, Program Services
Deputy Assistant State Superintendent
Non-Public Schools
Compensatory Education (ESEA I)
Migrant Education
Cultural Arts
Educational Media
Exceptional Children
Health, Safety, Physical, and Civil Defense Education
Kindergarten-Early Childhood Education
Languages
Mathematics
Occupational Education
Science
Social Studies
Assistant State Superintendent, Special Services
Certification
Model Cities
Staff Development
Education Professions Development Act
Scholarships
Teacher Education
10-1-72
County and City Administrative Units

Controller's Office


Controller
Administrative Secretary
Director, Auditing and Accounting
Budgets
Field Services
Contract Audits
Nine Months School Fund
ESEA I
ESEA II, III, V, VI, NDEA, and EPDA
Community Colleges and Occupational Education
Machine Accounting
Salary Certification
Director, Departmental Services
Purchasing
Central Supply
Mail and Messenger Services
Equipment Inventory and Maintenance
Transportation and Parking Services
Building Space, Repairs and Control
Telephone Services
Materials Handling
Records Maintenance
Director, Insurance
Insurance Fund Administration
Inspection
Engineering Services
Rate Making
Loss Adjustment
Safety Recommendations
Director, Management Information Systems
Systems
Programming
Input/Output Placement
Operations
Statistical Services
Director, Personnel
Employment and Placement
Classification and Pay Plan
Fringe Benefits
Personnel Budget Preparation
Personnel Accounting
Payrolls
Employee Relations
Records Maintenance
Director, Plant Operations
Budget Preparation
Allotment of Funds
Records Maintenance
Procurement
Engineering Service
Training Service
Director, Teacher Allotment and General Control
Teacher Allotment
Pupil Accounting Audits
General Control Allotments
Certification of Funds
Pupil Population Projections
Director, Textbooks
Administration
Purchasing
Warehousing
Distribution
Director, Transportation
Budget Preparation and Certification of Funds
Bus Routing
Tort Claims
Fleet Maintenance
In-Service Training
Fleet Specifications
Community Colleges and Technical Institutes
County and City Administrative Units

Department of Community Colleges


STATE PRESIDENT
Assistant to the President
Administrative Assistant
State Vice President For Department Services
Vice President For Administrative Services
Vice President For Educational Services
DEAN OF PLANNING AND COORDINATION
MANAGEMENT INFORMATION
RESEARCH AND PLANNING
POLICY AND ADMINISTRATIVE MEMOS
ANNUAL REPORTING
DEPARTMENT PROCEDURES
DEAN OF INFORMATION AND PUBLICATIONS
FEDERAL-STATE RELATIONS
PUBLICATIONS
PRESS
BROADCASTERS
DEAN OF BUSINESS AFFAIRS
BUDGETING
CONSTRUCTION
EQUIPMENT
MEDIA PROCESSING
DUPLICATING
DEAN OF DEGREE AND DIPLOMA PROGRAMS
OCCUPATIONAL
TRANSFER AND GENERAL
DEVELOPMENTAL
DEAN OF STUDENT PERSONNEL AND PROGRAM RESOURCES
INSTRUCTION LABORATORY
STUDENT PERSONNEL
LIBRARY AND RESOURCES
LEARNING LABORATORIES
INSTITUTIONAL EVALUATION
GRAPHICS AND ART
DEAN OF CONTINUING EDUCATION PROGRAMS
INDUSTRIAL SERVICES
GENERAL ADULT
MANPOWER DEVELOPMENT TRAINING
ADULT BASIC ED.
HIGH SCHOOL EQUIVALENT
GENERAL EDUCATION DEVELOPMENT
COMMUNITY SERVICE
SPECIALTY PROGRAMS
10-1-72
56 TECHNICAL INSTITUTES AND COMMUNITY COLLEGES, EACH WITH A TWELVE MEMBER BOARD OF TRUSTEES

Mr. **Strother.** If I happen to say your honor to any of your people, I was a school superintendent for many years, and I sat before the Fifth Circuit Court, and they told me how to organize my school for reasons of compliance, so if I do say your honor——

Chairman **Perkins.** You are not before that kind of a panel now.

Mr. **Strother.** No, sir, but I hope that you will understand that.

You have our prepared statement in front of you. I am not going to burden you with it. It would be a reflection for me to do this. I will point out a few things.

On my right I have Dr. Hoover, director of testing and school psychology; on my left is Carlton Fleetwood who heads the division of Federal-State relations; and Bruce Clark, the photographer and copilot of our plane, who hopefully will get us back over the mountains this afternoon.

And the gentleman from South Carolina. Good to see you, sir.

Mr. **Williams.** We'll speak for ourselves.

Mr. **Strother.** He, too, has sat before the judge.

It is interesting to get out of North Carolina today. I want to be just as informal as I can. It is interesting to get out. Yesterday, as we were preparing, county by county, an analysis of what special education revenue sharing would do to the counties—we have 152 confused superintendents—yesterday my office was full, and were the court reporter not here I would tell you how mad some of them were as they came through the office. We tried to explain to them the losses that they would suffer under the special education revenue-sharing as it now exists.

Now, North Carolina in——

Mr. **Quie.** Let's stop right there. You can't say as it now exists because it isn't going to exist.

Mr. **Strother.** I apologize. Hopefully. And may we quote you back home?

Mr. **Quie.** You may since many people already have.

Mr. **Strother.** Thank you, sir.

Mr. **Ford.** I'd like to say the pleasant surroundings, to the contrary, notwithstanding, it was worth coming all the way down here to hear Al Quie say that.

Mr. **Strother.** Yes, we have that taped.

Bruce, did you get that?

To start with, we had $27,000,000 a few years ago, that was prior to 1965, and in 1972 we received $140,000,000 in Federal money. These programs were supported by Federal funds ranging from instruction for the economically and educationally disadvantaged to financial support for instructional materials and equipment.

On the second page, if you want to play with that just a second, Mrs. Randolph has testified on the worth of title I money. Congressman Charlie Rose from the seventh district of our State has testified on impact aid and its value. Dr. Phillips has appeared in behalf of title V. I appeared before your committee on the seventh to discuss at length title I, and I want to refer to title I in my concluding remarks there.

Let's play with title I just for a second. We have the figures here. We think our figures are correct, as to how much money we stand to lose under title I, and in my concluding remarks I will speak of the dilemma that I see North Carolina and the students facing if we do not get House Bill 69 which we are now supporting.

Under title II, we testified on the seventh about the worth of title II and how all the schools in North Carolina now, all the libraries, are accredited by the State Department of Public Instruction and we had plans for title II money, were that money continued, for all of our school libraries to be accredited by the Southern Association of Secondary Schools and Colleges.

Under title III of the money that you propose and that we desperately need, this is the money for research and development. Craig Phillips, our State superintendent, has had guts enough to look at the programs that we have in research and development, look at the programs and say, all right, this one is working and this one is not working.

For a perfect example of that, we went to the State legislature last year. We established a program called the comprehensive school improvement program. You have to have letters and jargon and stuff like that. The CSIP program. We told them that the program was no longer a research program; it was developmental. We stated that we thought the tab could be picked up by the local units and we would like to use that $2,000,000 elsewhere. They thanked us, the State legislature thanked us, but kept the $2,000,000.

In many instances we have been honest, but it has been a little bit on the painful side.

Under title V, now, I am quite distressed. Last week, or Monday, I believe it was, of this week, when I heard Secretary Weinberger say, I believe Congressman Quie asked him the question why had title V been deleted, or one of the Congressmen asked why title V had been deleted, and his answer was that it was not working in California. This concerns me. I have been with the State agency for 5 years, and I see the great strides that have been made with title V money. In North Carolina title V money has moved North Carolina from a regulatory agency to an agency of motivation. It has provided the cutting edge; it has provided the leadership to make things happen.

Then on the special revenue-sharing bill that we heard discussed, the Better Schools Act of 1973, I'd like to talk about that just for a second. We have before us the bill, and this bill confuses us a little bit, and, more than that, it concerns us.

The rhetoric of the bill says one thing, but the reading in the bill says something else. On the 17th of March we had a road show from Atlanta. This was a group of people from the regional office who came into Raleigh to explain special educational revenue-sharing and revenue-sharing per se, and from our News and Observer which is comparable to your better papers here, (This is a State paper.) I would like to read what the editor said about the road show from Atlanta:

> The federal agency administrators from Atlanta who briefed the state and local officials on the 1974 Nixon budget Thursday in Raleigh were, for the most part, tough-minded bureaucrats armed with all the statistics and Washington jargon necessary to describe hundreds of federal programs now under

their jurisdiction, all designated by abbreviations or popular catchwords. One of the Feds facetiously told the audience that he was fully prepared to give wishy-washy answers to any bacon frying question still lurking after his remarks. When one question came his way, the official answered briefly, then, "Was that wishy-washy enough".

Now, Craig Phillips and Congressman Andrews will not allow us in North Carolina to come up with wishy-washy programs of education. This concerns us quite a bit there.

Now, we have gone through the bill at length. We burned a little midnight oil and we had people pulling machines. We had a cadre of people working under Carlton Fleetwood and we have tried to translate this bill from percentages into programs and pupils concerned there.

Now, very frankly, if you have read the bill and are not confused, it means you don't understand it at the present time.

I would like to turn this over now to Carlton Fleetwood, who is director of the federal relations program, who will translate this from figures into pupils and people concerned.

Mr. Fleetwood. Thank you, Bob.

Mr. Chairman, members of the committee:

We have one sheet before you on which we try to give you some information, and my remarks will be directed to that.

[Information referred to follows:]

FEDERALLY FUNDED ELEMENTARY AND SECONDARY PROGRAMS IN NORTH CAROLINA AFFECTED BY THE PROPOSED "BETTER SCHOOLS ACT OF 1973"

Program	Fiscal year 1972 (actual grants)	Fiscal year 1974 (U.S.O.E. figures)	Fiscal year 1974 (U.S.O.E. figures) compared with fiscal year 1972
I. Education of the disadvantaged	$62,907,436	$57,468,000	−$5,439,436
II. Education of the handicapped	1,332,815	4,028,000	+2,695,185
III. Vocational education	15,175,588	10,825,000	−4,350,588
IV. School assistance in federally affected areas	[1] 6,458,071	1,774,000	−4,684,071
V. Supportive services		10,322,000	+10,322,000
1. ESEA title II—Library materials	2,063,424		−2,063,424
2. ESEA title III—Exemplary and innovative programs	3,042,634		−3,042,634
3. ESEA title V—Improving State department of education personnel	720,045		−720,045
4. NDEA, title III-A—Equipment and materials for academic subjects	1,566,895		−1,566,895
5. Education professions development Act (EPDA)	139,715		−139,715
6. Adult basic education	1,898,912		−1,898,912
7. School Lunch Act—Sec. IV	12,818,750		−12,818,750
Total	108,124,285	84,417,000	[2] −23,707,285

[1] Received by LEA's.
[2] Net.

Mr. Fleetwood. Since we did have accurate figures for fiscal year 1972, we took the actual grant letters for fiscal year 1972 and worked up some figures. Our staff then went through the Better Schools Act of 1973, as it was proposed Monday, and used the figures which were given to you in the packet of materials, and we came up with this information:

On education for the disadvantaged, in 1972, North Carolina got $62 million for migrant education for the basic title I program and for the neglected and delinquent.

According to the proposal set forth by the administration, we'd get $57 million next year, with a loss of $5 million and it goes down to $45 million in fiscal year 1975.

In one area of the program for educational revenue-sharing, we think a little something is accomplished. In the area of education for the handicapped, the set-asides from vocational education and title III, ESEA are moved into the area in which they are supposed to be. So that will show for North Carolina an increase in the handicapped area, but we think the reason is because the set-asides have been moved up to the area of education for the handicapped.

Under vocational education, North Carolina got about $15.2 million in 1972, and, according to the figures which were given to you and to us by HEW, we would get $10.8 million next year.

Now, the next area is one that excites us a little bit. As I understand the revenue-sharing bill, the State education agency would have responsibility for the funds coming to the State of North Carolina. How do you think Dr. Phillips is going to feel, he is our State superintendent, when he tells the superintendent from Cumberland County, who has been getting $1.6 million, that he may not get a penny next year because he does not have any A students? That is a shocking responsibility.

The next area in which we get a few shocks is supportive services. In looking at the definition on page 34 of Mr. Weinberger's statement, and referring to the information which Congressman Perkins gave us at the beginning of this hearing, we find that the services which could be allowed under supportive services include: Library materials under title II, innovative programs under title III, improving State departments of education under title V, equipment under NDEA title III, Education Professions Development Act, Adult Basic Education, and School Lunch Act, section 4.

Now, when we add all of these figures and compare them with the $10,322,000 which has been slated for supportive services in the HEW figures, we come up light. So in comparing the figures we have for fiscal year 1972, which are actual figures, with the information which we got from HEW, we come out with a net loss of $23 million to North Carolina. So we could not support revenue-sharing.

Mr. QUIE. Mr. Chairman.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. What I don't understand on these figures is there is something in this so-called revenue-sharing bill for supportive services and you've put zero in everything there. You take the 10 million as being for all of those?

Mr. FLEETWOOD. That's right, yes, sir.

Mr. QUIE. Also in revenue-sharing you have 100 percent hold harmless, I understood, on the disadvantaged.

Chairman PERKINS. For 1974 only.

Mr. QUIE. And yet you get a $5 million decrease, and I understand it was 100 percent hold harmless for both the State and the school district.

Mr. FLEETWOOD. But the hold harmless refers to fiscal year 1973, not fiscal year 1972, and we are using actual figures for 1972.

Mr. QUIE. OK. We don't even know if it is there for 1973, yet.

Mr. **Fleetwood.** That's right. We have not had the fourth quarter's grant on 1973 yet. That's why we didn't use the figures.

Mr. **Strother.** The last time we testified before your committee, Mr. Quie asked a question about tests and I was not prepared to answer it at that time. All the brains that I have on testing are in this gentleman's head to my right, Dr. Gary Hoover, who heads our psychological service and our testing service. I thought perhaps that he might be able to answer the question that you asked me at that time that I could not answer.

Chairman **Perkins.** In your statement will you discuss whether or not you feel it is equitable to allocate funds on testing scores?

Go ahead and give us the statement.

Dr. **Hoover.** Thank you, Congressman.

Since we weren't able to get these statements to you very early, if you don't mind, I'd like to read the three pages of prepared statement that I have.

It has been suggested that an educational assessment instrument or instruments be designed to measure student achievement in the cognitive skill areas of reading and mathematics. This instrument would measure these skills in terms of specific learning criteria or objectives designated as appropriate standards of what children should know or be able to do at selected age or grade levels. Results from this assessment procedure would be used as a basis for allocating resources to local educational agencies for programs targeted to the educationally disadvantaged.

While any method of resource allocation has implications for funding levels, my remarks will center around some of the more salient educational measurement issues related to identification of academic strengths and weaknesses and evaluation of program outcomes. A short discussion of testing problems will serve as a starting point.

There are, in the main, two primary methods for determining student growth in the basic skill areas and the identification of need for program development. These are the Standardized Test and the Criterion-Referenced Test. Both concepts have been with educational measurement for a long time. Although the criterion-referenced procedure is referred to as rather new, it is not.

The Standardized or norm-referenced test provides evaluative information against a norm group as the reference point, whereas the Criterion-Referenced Test gains its usefulness in comparing performance against a predetermined standard or criterion. The best example of a criterion-referenced test is the National Assessment of Educational Progress.

Local education agencies throughout the country are beginning to ask about the Criterion-Referenced Test as a measurement technique in an effort to gain more specific information regarding the performance of their students. At this point in time we do not have well-developed batteries of these instruments and, indeed, on a national basis they would be most difficult if not impossible to construct. There are a number of reasons for this:

(1) Unless each teacher in each school teaches to exactly the same objectives using the same teaching strategy, a criterion standard would not be a useful or meaningful index of performance.

(2) The allocation of resource to school focusing on different objectives or attempting to fulfill different unmet needs with one test would run the risk of inequitable distribution of those resources.

(3) The number of test objectives and hence test items would require an extremely large and lengthy test, even if administered under the concept of matrix sampling procedures, which very briefly says that you don't need to measure all the children in all the schools to make some general statements about their performance.

(4) Matrix sampling procedures would not provide individual LEA's with the necessary information upon which alternative teaching strategies could be decided.

(5) Teaching to the test becomes an extreme danger unless testing is supervised by an external agency.

In our pluralistic society educational programing can only be effective when focused at the local level with its unique pattern of goals, resources, staffing patterns, interests, motivations, and student accomplishments across subjects and programing areas. Creating a criterion-referenced instrument to provide useful data for local decisionmakers is largely a matter for local educational agencies or, at best, very small regions of a State. The acceptance of a national performance standard carries with it the assumption that the instrument in question is as appropriate to the curriculum in a given school system as it is to the great diversity of curriculum encountered across the Nation. Professor Ebel, a strong proponent of criterion-referenced methodology, talks about "content-standard" testing; however, curriculum content and teaching strategies are not standard on even a statewide basis.

With regard to costs involved in building and implementing a criterion-referenced assessment procedure for a single State, one must first look at current assessment programs within LEA's and within States and the educational decisions for which they provide data. A single criterion-referenced testing program will not provide all the necessary data upon which sound educational decisions must be made. Assessment programs must be tailormade for each LEA and its unique needs.

In March 1973 a legislator from the State of North Carolina introduced a bill which would require testing of North Carolina sixth graders each year. The State Department of Public Instruction estimated that to administer a single instrument to 101,000 sixth graders, score, analyze, and report the data the cost would exceed $1.3 million. In my judgment, this is not economic use of resources, in that state data does not help individual teachers or program managers make the kinds of teaching decisions they need to make each day.

At the local level, one nationally recognized test publisher estimates that if a school wanted a criterion-referenced test for grades 1 to 3, in reading only, with only 50 objectives per grade and 5 test items per objective, the cost of the publishing proposal alone would be $10,600. This does not include consultation fees, printing costs, administrative costs, data-processing costs, interpretation costs, and reporting costs. As one can readily see, at the local level, the business of criterion-referenced testing is quite an expensive venture.

I would like to suggest an alternative to the construction of a nationwide criterion-referenced procedure. As I have indicated, the concept of local test construction to provide useful data for local decisionmakers appears viable. I feel this to be particularly true in the area of criterion-referenced testing.

While the area of resource allocation is outside my purview, the concept of a combined criterion-referenced, norm-referenced approach is intriguing for program evaluation purposes, as well as for gaining global indicators of academic performance. Since we have not done in education an adequate job in program evaluation efforts in the past, emphasis at this point may well serve to strengthen program development efforts in the future.

I would wholeheartedly support legislation which would require more sophisticated program evaluation efforts utilizing measures tied to program and student objectives at the local program level. The available technology would be better served here than at developing another national test battery. Since data collection via test for pupil and program evaluation efforts is but one evaluation technique and usually focuses upon outcomes alone, a national academic performance standard would not give educators the cues they need to answer the question of why Johnny can't read and allow them to focus on specific strategies to assist in raising his level of proficiency.

Mr. QUIE. Mr. Chairman.

Chairman PERKINS. I am going to yield to you first. It looks like he may have been getting at allocating funds on a testing score basis.

Mr. QUIE. I am glad to see you do accept the viability of using tests within a school system.

Dr. HOOVER. Yes, I do.

Mr. QUIE. And possibly even on a regional basis within the State, as I understand, which is a great deal of progress for education from what was considered in the middle to the late 1960's. Then there was even a fear of doing that, because as soon as you start testing students, especially with criterion-referenced tests, teachers stand in judgment. When you only use a normative standardized test, then only students stand in judgment. That's a fearful possibility for teachers, because it will prove that some of them don't do as adequate a job as others.

I was amazed, talking to Tom Murray from the State Department of Education of Minnesota, when he said to me that two-thirds of the reason why a student is educationally disadvantaged is because of the teacher. I was really shocked. I tried that out and a few other people who are in similar work as you have agreed with him. What would your idea on that be?

Dr. HOOVER. On the reasons why a youngster may be educationally disadvantaged?

Mr. QUIE. Yes, sir.

Dr. HOOVER. One reason, from an educational measurement point of view, is the decisions that we have been trying to make using norm-referenced test instrument data. A standardized test is designed specifically to discriminate between people for making decisions about selection and placement of youngsters, and for this reason the youngsters who come from different cultural backgrounds and, indeed, different geographical regions, are exposed to different educational strategies, and are going to show up on these kinds of tests much differently than youngsters who come from a more "advantaged" kind of background. That's my answer on why youngsters——

Mr. QUIE. That is what we have been led to believe all the time in that the student and his home backgrounds are to blame for his not doing as well. But this gentleman did not fully concur with that. He indicated that that is a part of it, but, as he put it, only about a third of the reason. The other two-thirds, he figured, comes from the teacher. He said he could watch a student do well with a teacher in one grade and then do poorly with another teacher in another grade. If the student has 2 years of bad teaching he is probably going to be disadvantaged the rest of his school career. That's really what I was asking you. Would you lay the reason on the teacher rather than just the home environment? For instance, in the ghettos of the cities where they have middle-class teachers who have had no experience. They look down on students because they are black, they are inferior, etc. This situation just can never bring the students along. But you find teachers who can empathize with them and get the feel of the whole community, work with the community, amazing results occur with those children. This again proves to me that Dr. Coleman, Johns Hopkins University, was not right when he said that the teacher has little difference in the outcome of the student, and it all depends on the environment.

Dr. HOOVER. Well, you are correct. Dr. Coleman's report did not take a look at the kinds of inputs to public schools. He was looking primarily at outputs. He didn't look at teacher characteristics. He didn't also look at the way programs are funded, the way programs are designed. I'm not in a position and would not make a statement to indict the teachers of this country, that it is their fault the children are educationally disadvantaged or, indeed, score or perform poorly. I think the matter is much more complex than hanging a problem on a teacher. I think it has to do with the fact that our educational system as a whole is undercapitalized and underfinanced. We are, therefore, unable to purchase the materials, the equipment, the supplies, the technology that we need to build good, effective programs.

This is particularly true, I think, in North Carolina with the Title I programs. We have not been able to purchase the measurement technology to put into Title I programs to provide good evaluation efforts, to be able to make definitive statements about "Yes, this program worked. Let's institutionalize this program or make it part of our regular program", or, "No, this program didn't work", and for these reasons, 1, 2, 3, 4.

Mr. QUIE. So you feel it is a wise expenditure. I got the impression, in reading through your testimony and listening to your testimony, the bill in the State legislature suggested that the $1.3 million was not a wise expenditure. Do you feel that it is a wise expenditure to spend more on evaluation and testing?

Dr. Hoover. Yes, but evaluation is not synonymous with testing.

Mr. Quie. I said evaluation and testing.

Dr. Hoover. Right. I think that if we would focus our dollars on programs evaluation concerns that we'd get much more mileage out of our money than we currently are with mandated state testing programs.

Now, as you are well aware, a large number of States have legislated mandates to carry out testing programs, and I am not convinced that the data that is gathered on a statewide level is useful enough for local administrators to make the kinds of programming decisions that they need to make on a local level. Test data is summary data, and unless summary data can be broken down and categorized quite specifically for the local person, then we can't really make good programming decisions. That's my major concern.

Mr. Quie. I do note that you don't want to indict the teachers. The idea of not wanting to blame the teachers is pretty widespread. It's really the only place we don't blame the people who are trying to produce a product, that is, an educated student. We try to blame the product itself.

I have thrown this out at hearings before. When I learned to fly in the Navy, they used that tactic, too. They always held over our head we would be sent to Great Lakes if we did not do well. We looked at Great Lakes the way a Christian looks at hell. A person wants to stay away from it.

They changed that in the military. Now they do a good job of testing whether the person should be able to learn to fly or not; and, if the instructor can't train the students, they get rid of the instructor instead. That's the way the military operates now because they know the students have the capability.

More and more people tell me that young people have the ability to learn, and you can't prevent them from learning. Dr. Proctor of Rutgers said that Attica Prision in New York has probably the most brilliant blacks in New York. That means that they learned but not through the school systems. It seems to me some educators failed them and they learned it on the street instead. You see, they still learned, they learned quite well, but they got in trouble with society.

Dr. Hoover. Mr. Quie, I think you are right, but I think that the educational institutions is a very complex institution, and I don't think that we can take the problems experienced in education, all the problems and all the variables involved, and reduce them to something that may sound parsimonious, in that it's the student's fault. I don't think that we can do that, or the teacher's fault, or the program's fault. I think it is a much more complex matter than that.

Mr. Quie. Back to the testing again. Why is it that you don't want to go any more than to a region within the State? Why can't the whole State of North Carolina at least make a distribution on testing? Go even further than testing. Take the criterion-referenced test and the normative standardized tests and then the teacher evaluation themselves.

This is what they suggested in Minnesota. In the bill that I have introduced, I talk about using criterion-referenced tests only in the distribution among the States. Once you get to the State, let the State, from the knowledge they have, make the distribution.

Now, why do you say region within a State and not the whole State?

Dr. HOOVER. From our experience in North Carolina, we have determined that in the coastal plains regions, for example, the children that live and go to school in that area, are different youngsters than those who go to school in a mountain region. They have different cultural experiences, different backgrounds. They are exposed essentially to educational programs that are not necessarily comparable.

As you may know, we conducted a State assessment program last year and, indeed, we can determine on a regional basis that there are a great many differences between the regions. A score on a single test 10 points lower in one region doesn't mean that only one program alternative is the solution. We need to look at regional data in terms of many programing strategies and alternatives.

Mr. QUIE. Let's just take math and capability in math. Why is it that the children in the mountain region don't learn multiplication the same as the ones on the plains or the plateaus?

Dr. HOOVER. I'm not sure that that's true, whether they learn differently or not.

Mr. QUIE. I know, if you get at some of the other parts of learning. I'm talking about the capability of reading and the capability of math. The people in National Assessment tell me that the comparison between Alaska and Mississippi is the same, because you have to learn how to read words and multiply in both places. Why would that be different?

Dr. HOOVER. A criterion-referenced test is a very specific sort of instrument that is programed against a standard, a criterion, behavioral objective, if you will, and it is not true that the sum of X number of behavioral objectives equals reading. It may be that a youngster only needs to accomplish Y number of objectives to be able to read at a certain level of proficiency, so that, in terms of developing programs for youngsters in reading and in math or any other area, one must look at the characteristics of that youngster in that school system and the kind of program that's available to him in order to decide on the teaching strategies that will teach him to read, or to teach him to add double-digit numbers, or whatever.

A criterion-referenced system, while it tells us an awful lot about how much people do and do not know in certain areas, does not give us the information that we need to design a program for Johnny in the third row on Monday morning.

Mr. QUIE. That's granted. I don't think that is the intention of National Assessment. That's why in my bill I specifically want to prohibit testing everybody and running it all the way down to the local level. As you have pointed out, in item No. 4, you need an external agency, as National Assessment has done, in order to keep the schools from fudging, as well.

But now let's suppose that people are different in different areas and they learn to read in different ways and they learn math in different ways. If they don't fare as well on the criterion-referenced test in one State, they get more money. So what's so bad about it?

Dr. HOOVER. Because I don't think that, based on the differences in youngsters across regions of a State and across regions of the country, even though we may turn out to get a heck of a lot more money via this sort of procedure, I am really not convinced that that would be the most equitable way to distribute resources, programing resources.

Mr. QUIE. Then I'd like to know about this equity of distributing resources. Take the present system now where you use poverty under historical figures. We are still using 1960 information. No one is in school this school year who was counted under the census information at all. People have moved around this country. They probably have moved from Kentucky to Detroit, and they have been counted all this time in Kentucky and not in Detroit unless they went on welfare. So the people who are too proud to go on welfare haven't been counted then.

If a person lived in an area where they had low income—below $4,000 in 1970—but an industry moved in so they became employed at $10,000; how does their child happen to become no longer educationally disadvantaged in the next census because they moved from a $2,000 income to a $10,000 income?

Or take my area, where in 1959 a very rich farming community had holes in the clouds evidently and didn't get much rain. All of those farmers did poorly, and anybody knowing agriculture knows how easy it is to stay below the poverty figure. That was the only year they had that problem. They had been benefiting in title I for all of those years at a tremendous rate because of the fact they had holes in the clouds in 1959 when the income information was taken.

It seems to me that it is true that testing wouldn't be absolutely perfect, but I can't imagine anything worse than counting people who are poor. As Mr. Ford indicated, both of us agree that the Federal Government has to increase its share of elementary and secondary education greatly. As long as you just count poor people, whether it is $2,000 or $4,000 income, you are counting only children who don't have much political clout, especially when using the $2,000 figure rather than the $4,000 figure.

The Glass Study indicates children with higher income are educationally disadvantaged as well. Their children aren't counted. They have political clout. It seems to me that if you want more money, you ought to count educationally disadvantaged children no matter where they are in order that their parents can be asking the federal government for additional money.

The only nonpoor parents' children who get any benefit now are the ones in the large cities who live in target schools. There has been a problem in North Carolina with the way title I has been operated because of desegregation. You can't move the money to where the child moves.

Mrs. Randolph was in on this, and she pointed that out so clearly. That is why she thought the idea of testing was a far superior way of getting it to where the kids were.

Mr. STROTHER. I anticipated that you were going to make this comment, and we got 40 superintendents in yesterday and I asked them the same thing, and they came up with four answers that I was going to conclude my remarks with.

No. 1, they said: How many kids were going to be dropped out of the program? I said, "All right, what happens to these kids, regardless of whether they are counted or what happens, what happens to a student who has been in an on-going program, and you drop that?"

They said four things happen: No. 1, the drop-out rate increases; No. 2, the retention rate doubles; No. 3, supportive services cease. In rural North Carolina and in Kentucky and South Carolina these supportive services, such as health, dental care, psychological services, and I could go on, these services are not available except under title I moneys. We have 19 psychologists in North Carolina. Every one is paid for under title I services.

Now, in some of the richer areas, in Charlotte perhaps, in some places here, you have these services, but if title I money goes out, these kids can get these no longer.

No. 4, we contend——

Mr. QUIE. None of us here is talking about title I going out.

Mr. STROTHER. I know that. We are talking about a reduction.

Mr. QUIE. Nobody here is in favor of reduction, either.

Mr. STROTHER. Fine; but we are still wondering in North Carolina what happens to students who are in ongoing programs when these programs cease. This is the thing that bothers us. We would like very much, and we believe there is a difference in disadvantaged kids in rural North Carolina and disadvantaged kids in rural Detroit, if there is such a thing, disadvantaged kids in urban areas.

Mr. QUIE. You say there is a difference?

Mr. STROTHER. Yes, we think so; the superintendents think so.

Mr. QUIE. What is the difference?

Mr. STROTHER. We are really not sure. It is a cultural background, and we have tried to allude to this. We would hope some formula could be worked out that would take this into consideration. We are not exactly sure what the answer is.

Mr. QUIE. Listen, if the child can't read, whether it is in rural North Carolina, a ghetto in Detroit, or out in the richest suburban area of Detroit, what is the difference?

Mr. STROTHER. There is a possibility——

Mr. QUIE. That child can't read or ever educate himself.

Mr. STROTHER. But there is a possibility that he is ready to go mentally in mathematics and the learning arts skills, and there is just one little minor thing that could be removed due to psychological services, or there could be one obstacle that could be removed. In rural North Carolina that service is not available through mental health or what-have-you. In Detroit there is a possibility that there is a psychologist available. There are mental health services available there. This is what I was alluding to.

Mr. QUIE. Then probably it is easier to help that North Carolina student if you bring in the psychologist and health assistant. The psychologist and the health assistant is already in the wealthier suburb of Detroit and the child still can't read. That child must be more severely handicapped than the ones in rural North Carolina.

Mr. STROTHER. But the services are available there. In eastern North Carolina they are not available to remove the obstacle.

Mr. QUIE. But where they are available he still can't read. Don't you accept the fact that there are children educationally disadvantaged in the best schools?

Mr. STROTHER. Oh, yes; I would agree with that.

Mr. QUIE. Except private schools, but I mean public schools.

Mr. STROTHER. There are still some obstacles that have to be pulled out of the way. We don't have these services in eastern North Carolina.

Chairman PERKINS. Mr. Mazzoli.

Mr. MAZZOLI. Mr. Chairman, I'd like to ask the superintendent, if I understood correctly you were certainly not in favor of the special revenue sharing for education, because from the charts you gave us there is a great diminishing of the money involved. Would you be for it or a concept of it, a modification of it, a tailoring of it, if the money were right?

Mr. FLEETWOOD. I will give you some specific figures and you will understand why we are in favor of the money in H.R. 69 applied to the Orshansky student count.

We looked at the Orshansky index, we looked at the $2,000 level and the $4,000 level for poverty. The Orshansky index would give us 312,000 children next year; the $2,000 level gives us 99,000. That is the reason we have that terrific dropoff from this year to next year, if it is based on $2,000. With the $4,000 limit we would have 246,000 children qualified. Therefore, we would like to see the Orshansky formula applied to the money in Congressman Perkins' bill.

Mr. MAZZOLI. That's asking for the best of both worlds, I guess.

Mr. FLEETWOOD. That's right.

Mr. STROTHER. That was the question that you asked us.

Mr. MAZZOLI. That's having your cake and eating it, too. That's what we say in Jefferson County.

Mr. FLEETWOOD. We keep trying.

Mr. MAZZOLI. You try very well.

I wonder, the doctor primarily addressed himself to testing and the apparatus that would deal with somehow evaluating title I and just generally educational programs. I find, as I go back into the communities that I represent, and I think many of us do, that the people are saying fine, education, certainly we need it, it is one of the great needs of the American community, but

> Is there some way that you could tell me, Congressman, just exactly what is going on? Is the money being well spent, are our children learning, is this being wasted? Just give me some practical, pragmatic response, Congressman, and, you know, lay off the $3 words, because I can't understand those.

So maybe I could ask you, doctor, if I could transfer that question to you, you know, if you can tell a layman just basically, in your opinion, is title I, as it has been operated, doing the job? With enhanced appropriation, which is a major problem, would this do the job better? Is the job that we are seeking to do possible to accomplish?

Dr. HOOVER. I think you have a couple of questions there and let me respond to what I thought the first one was.

When people ask you that kind of a question and you go about the business of seeking data, you have to refer to a national study on title I, for example, like the Glass Study, which is a pretty lengthy and comprehensive sort of evaluation to go through, but, when you are trying to answer questions about title I programs from your district, that information is not available in that kind of study, and you need to then look for other sources. The ways that we go about evaluating programs, particularly the federally funded programs is that each school district either evaluates the program itself or it buys an outside service, contracts with an outside agency to evaluate the program.

This is particularly true with title III. I don't think that we are doing a very good job at that, and I'd like to propose the alternative that rather than for educators to try to buy credibility in terms of buying outside contractors to evaluate their programs, I'd like to see education take that pot of money that's set aside for evaluation and have that done on a State basis, with some small set-aside for the end of the year to call in an external auditor to audit a sample or all of the programs, much the way we audit businesses. I think that would provide you with a vehicle for getting information to answer the kinds of questions that are being asked.

Mr. Mazzoli. Because these kinds of questions are posed to us all the time, as you can imagine, and we frequently cannot, except in a more philosophical kind of answer, answer the question, and the people are not patient, and I guess they aren't really required to be patient to go through all the philosophy.

Dr. Hoover. Your second question dealt with whether title I programs are doing the job and if we got more money could we do a better job, and that certainly is a considerably more difficult question to answer for two reasons. I am not sure I have the answer to that.

One reason, from a method point of view, is that we have not evaluated these programs properly, in my judgment, so that interpretations or conclusions that can be drawn, I think, are somewhat suspect in some cases, certainly not all cases.

To answer the question of whether we could do a better job with more money, I don't know.

Mr. Mazzoli. I appreciate your candor on these questions because, frankly, we don't always get such a candid response. We generally get a flood of words thrown at us that envelop us and befuddle us, or at least the endeavor is to befuddle us. So I appreciate your candor and your honesty. I suggest that this is the way the people feel. They cannot see what are we doing here. And, of course, if we can say now 6, 7, 8, years later that "You know, we are really not sure," then, for Pete's sake, of course the people say "How much longer am I to sacrifice, am I to pay these bills?" These are the problems that we who are trying to find the best way for Federal aid to education really face and I appreciate those thoughts. I am sure the committee would benefit, Mr. Chairman, if the doctor at some point could maybe amplify on some of these ideas and submit them for the record. I'd appreciate reading them.

Thank you, sir.

Chairman Perkins. Mr. Ford.

Mr. Ford. I think what has been illustrated here is the reason so many members of this committee in both political parties are frustrated over the amount of time we have spent in the last 3 or 4 years arguing amongst ourselves about the way to reallocate inadequate resources while we should have been able to move on to the next step that was logically in the future in 1965, when the original legislation was passed.

So we do find ourselves in a strange position of talking about reallocating in a way that means someone is going to have to have something taken away from them if we are dealing with a budget that stays at something close to the present levels.

I have to agree with the basic premise that Mr. Quie has set forth. The problem that Al and I have is that for a long time we have agreed on what we'd like to do, but we just go to a different church on our way to heaven. We just haven't been able to get together yet on a specific methodology. I spent as much time as anybody on this committee attacking the formula that's in title I back in 1965 and gained some expertise on the manner in which the formula was likely to work and has worked since, because I have examined every possible alternative to it that anybody has been willing to set forth. Some of them have looked promising, and we have had to abandon them.

I am intrigued by and agree with Mr. Quie that everyone is concerned that the data upon which we base the allocation of resources may not be relative to today's facts of life because they are old, because in the first instance they proceed on some assumptions that for the most part seem to be correct, but in some cases are very badly out of focus, such as the relationship between the existence of individual family poverty, as distinguished from school district poverty, and educational deprivation. Almost everyone accepts the fact that they will exist side by side but we don't know to what degree that's a true correlation. The problem is we haven't found any other way to identify the areas that we could best put limited resources in.

You raise a question with respect to the approach that Mr. Quie's legislation takes that concerns me, because I understand that there are some people in Michigan who think that this is the good way to go, and I haven't had a chance to talk with them yet. If you were to start with the idea that the purpose of testing was the allocation of financial resources and that your primary purpose in setting up testing systems was going to be to determine how you take a limited amount of dollars and distribute them to the places where the need was greatest, would, from what you have said here, particularly at the bottom of page 8, that suggest that, in terms of resources rather than educational techniques and educational goals, you would have to accept some preconceived notions or make some assumptions of what it was you were going to identify as need. In other words, you'd have to have a State definition of educational deprivation or educational need before you then started devising your tests. I am talking within a State now, not tests Mr. Quie suggests, the national State-by-State distribution. Within that State, would you be able to construct a test that would very likely be predictably helpful to educators in determining education goals?

Dr. **Hoover**. On a statewide basis?

Mr. **Ford**. Yes.

Dr. Hoover. I think not.

Mr. Ford. In other words, you'd have to make an arbitrary decision that a particular goal was desirable, a particular way of reaching that goal was desirable, before you could set up a test that would work statewide to distribute money with it?

Dr. Hoover. Well, beyond the formulation of goals, I think one has to specify in a very specific fashion that kinds of educational objectives, which I believe are different than goals. A goal is a rather broad general statement about an educational purpose, but an objective can be as specific as that by next Thursday afternoon, Johnny will learn 80 percent of a 100-word list, and those are the kind of objectives I am talking about that would be necessary to identify specific strengths and weaknesses between and among kids throughout our State, and that the wide differences throughout the regions, geographic regions, of our State would require just a massive testing effort to get at those very specific kinds of information that would give us good decisionmaking data.

The size of that undertaking is just huge in my judgment. I am not convinced that we want to spend our money that way.

Mr. Ford. Thank you very much.

Chairman Perkins. Let me get into the formula to some extent. We are going to hear our best technicians from the Departments of Commerce and HEW later next week, but since we have touched on it, I think we should get the views of rural people.

I think you may have missed Mr. Quie's point of view to some extent a few moments ago, when he asked you what the difference was in the disadvantaged child in Detroit and the disadvantaged child in the rural section of North Carolina. I think you had in mind something different from the amount of money it took to serve the disadvantaged child in North Carolina as compared with the city.

Do you want to amplify on that just a little?

Dr. Hoover. I'm not sure I understand what you mean, Congressman.

Chairman Perkins. Well, let me get back to the basics here. In 1965 we used the low-income factor of $2,000 as the base for counting children throughout the nation. We wrote into the legislation sometime thereafter that the low-income factor would go up to 3,000, for fiscal 1973, and that it would go up in 1974. Because of the inadequacies of the funding, the committee later froze the figure at $2,000, counting children from families under $2,000, based on the 1960 census, and children from AFDC families above $2,000.

So at the same time, we wrote a provision in the bill to hold harmless to make sure that no State received less than they were presently receiving in 1967 or 1968. The funds were allocated, then, on the basis of the number of children within those families, and on the average per-pupil expenditure within the State, or one-half of the national average.

In the administration bill, as I understand it, you leave out one-half the national average altogether, and you go back one-third of the economic factor, the low-economic factor, which is——

Mr. Quie. Do they take 35 percent of the State average or 35 percent of two-thirds of the national average?

Chairman PERKINS. Thirty-five percent of the State per-pupil average expenditure. Now, how much money are you going to lose under the administration's proposal for title I there?

Mr. FLEETWOOD. The hold safe will give us $57 million next year, which, according to USOE figures, is a little bit more than we are getting this year. I don't know how you work that out, but that's what it shows, but it will reduce the amount to $45 million 1 year after the hold safe.

Chairman PERKINS. Under the administration bill?

Mr. FLEETWOOD. Right.

Now, I thought I heard a wonderful discussion of this the other day when I was attending hearings by Mr. Weinberger and I think you did it, Mr. Quie. You asked, "Why should we spend more money on a student just across the line in a certain area?"

Mr. QUIE. Pennsylvania versus New York.

Mr. FLEETWOOD. I think that you did a wonderful job with that illustration.

Mr. QUIE. There was a $100 difference just across the line between rural New York and rural Pennsylvania. It didn't make much sense to me.

Mr. FLEETWOOD. It doesn't to me either and that's one reason I like the $300 or any other standard figure. I think it costs as much to work with a disadvantaged child in North Carolina or South Carolina, as it does in New York.

Chairman PERKINS. That's what you were stating a while ago, but what is the basis for that. Does it cost just as much or more?

Mr. FLEETWOOD. Well, in the first place, whatever we are spending in North Carolina and whatever they are spending in New York is not getting the job done, and comparability requires us to spend the same amount on each pupil in all schools from State and local funds. So if each child is getting as much as he can from State and local funds, I would say that it will take the same amount nationally from the Federal Government above state and local funds to improve the student.

I want to address my remarks to one other thing, too. We have only had title I for 7 years, and we in North Carolina have most of our programs either in the area of reading or in early childhood education, and we are not sure of what you are supposed to do to help the disadvantaged child. We are trying things, and I think we need more time to find out what you do differently to help the disadvantaged child.

Chairman PERKINS. Now, the administration provides in their bill that we do more concentrating in the areas of the disadvantaged. An area that must be 15 percent or 5,000. That's good, I believe in concentration. But, at the same time, it may work in an opposite direction of eliminating a lot of districts within your State that need the money just as badly. How does their proposal work in your State? How many districts would it eliminate?

Mr. FLEETWOOD. I do not have the 1970 census data in front of me, but according to the 1960 census data, 121 of 152 districts would get funds off the top, so to speak. In other words, you spend all of this money for the most disadvantaged and if there is any left you spend a little bit more per child. Now all of our 152 districts qualify. All of them have some types of programs for disadvantaged students. It would mean possibly that, 31 might not qualify. So that's the effect it would have on our programs.

Chairman PERKINS. How do you feel that the formula in the administration bill discriminates against your State?

Mr. FLEETWOOD. The formula itself does not discriminate against our State, and the reason is——

Chairman PERKINS. In the administration's proposal?

Mr. FLEETWOOD. That's right, but it discriminates against some others. For example, in New York State, I think that 69 percent of their money comes through the AFDC count and about 15 percent in North Carolina, so the formula that we have now discriminates against our State, and yours, as well.

Chairman PERKINS. That is because of the low-income factor of $2,000 and the AFDC count above it.

Mr. FLEETWOOD. Right.

Chairman PERKINS. I'm trying to get you out of that trap. How are we going to get out of that trap if it discriminates against your State? How are you suggesting that we get out of it, 3,000 and AFDC or leave off AFDC?

Mr. FLEETWOOD. To leave off the AFDC count would help North Carolina I think, that under the Orshansky formula we qualify more children.

Chairman PERKINS. What would be equitable as a low-income factor to treat the disadvantaged child in New York the same as the disadvantaged child in eastern North Carolina? What low-income factor would you say—$3,000, $3,500—or should there be a $3,500 factor in New York and $2,000 in North Carolina? Just give me an idea along that line.

Mr. FLEETWOOD. The only idea I have is that the per-pupil expenditure is already greater in New York, or take any other State that you like, that's greater than ours, and we are not as high as the national average.

Let me just give you a statement of how we would come out with several figures. On the $2,000 poverty level we have 99,000 disadvantaged children in North Carolina; according to the 1970 census on the $3,000 level we would have 210,000, on the $4,000 level, 246,000.

Mr. QUIE. So we can understand that, could you give us the 1960 and 1970 figure in each of those income areas? Then we can have them together.

Mr. Strother gave us the change in the $2,000 figure for North Carolina, which was from 323,000 down to 99,000. Could you give us those figures for both 3,000 and 4,000 if you have them?

Mr. FLEETWOOD. I only have this information based upon 1970 census from $3,000 on up. I do not have the figures on the 1960 census for $3,000.

Chairman PERKINS. Go ahead and give them on the 1970 census.

Mr. FLEETWOOD. At the $5,000 low income level, then, in North Carolina we get a little more money than we would get under the Orshansky formula. That would be 339,000 children who qualify.

Mr. QUIE. Let me keep track. You have 99,000 at $2,000 income. What was the figure at $3,000 income?

Mr. FLEETWOOD. 210,000.

Mr. QUIE. And at 4,000?

Mr. FLEETWOOD. 246,000; at 5,000, 339,000; and at $5,500, 399,000; and Orshansky, 312,000.

Chairman PERKINS. I want to ask your statistician a question. I agree with your statement that it is most difficult to work out a testing score that would be fair in allocating funds, if not impossible, but, if it were possible, how many years do you feel that it would be necessary to research the question as to whether there is equity in it? Would it take 2 years, 4 years or 5 years?

Now the Quie bill provides the allocation of funds on the low-income factor and AFDC.

Mr. QUIE. For 2 more years.

Chairman PERKINS. For 2 more years and then going to the testing score basis altogether for an allocation of funds. Give us your response now to the question I put to you.

Dr. HOOVER. I can respond in this way. There are several institutions in the country, notably the Center for the Study of Evaluation at U.C.L.A., Berkeley, who have been addressing themselves to this question for approximately 6 years. They have not come up with a viable solution at this point. It may take another 6 to 10 years before they were up with criterion-referenced instruments, vis-a-vis appropriate objectives on a nationwide basis. The cost, I think would be quite prohibitive.

I had an opportunity to discuss this issue with the Research Triangle Institute in North Carolina who has part of the contract on National Assessment of Educational Progress, and the figure that was quoted to me to develop a test for three grade levels in reading, mathematics, five tests, four to be administered on a group basis, one to be administered on an individual basis, the cost to draw the sample and administer the test for various sample sizes would run between $10 and $15 million.

Chairman PERKINS. You are telling us, then, that in Mr. Quie's proposal there is no stability in trying to allocate funds on that basis for the next few years? Am I correct in that statement?

Dr. HOOVER. You are correct.

Mr. QUIE. Would the gentleman yield?

Chairman PERKINS. Yes, I yield.

Mr. QUIE. One thing I have noted about some researchers, though, is they prefer running a program for 3 years instead of 1 year because it keeps them in business that much longer.

I have had researchers tell me that they couldn't get their requests granted by the head of the department because they didn't stretch over a long enough period of time. I wonder if these people at Berkeley are onto that.

Dr. HOOVER. I'm not sure I understand what you're talking about.

Mr. QUIE. If they got the job accomplished, they'd have to do something else.

Chairman PERKINS. Let me ask you another question. You have not associated yourself with Title I in the classroom nor tried to evaluate or make any evaluation studies of the achievements of Title I yourself to any degree, have you?

Dr. **Hoover**. No, I have not, not directly.

Chairman **Perkins**. So you are not really in a position to tell us the achievement results of Title I?

Dr. **Hoover**. Not from the State of North Carolina or any other State, for that matter, at this point in time.

Chairman **Perkins**. I would like to get back a moment or two to this formula. We have marched up and down the hill so much on the allocation of funds and this is going to be the real issue in connection with the markup. Are there variable factors between the North and South that we should take into consideration insofar as education to disadvantaged children are concerned? Should we make any greater allowances to the eastern seaborad or the west coast than to the South, or does it cost just as much in the South to educate a disadvantaged child? I want somebody to give us some logic on that question. It is a very important question. It is the question before the committee now.

Mr. **Fleetwood**. You're looking at me, so I'll have to say that, in my opinion, the need would be similar, but if you are asking me to prove it I could not, sir.

Chairman **Perkins**. You feel that you are presently being discriminated against since there is the low-income factor of $2,000, and the AFDC people above the $2,000 level presently in the bill? You feel they are taking off more money, because you don't have that large a group of people on AFDC?

Mr. **Fleetwood**. I would not say all the other States, because there are other States in the same——

Chairman **Perkins**. I mean outside of the South, above the South.

Mr. **Fleetwood**. Well, I would have to look at my figures here. There are some others that have low AFDC counts in other sections of the nation, and I have all the figures here.

Chairman **Perkins**. Well, it has been my personal view that wherever we have a disadvantaged child, we should treat that child equally. And, that means if we use a low-income factor of $4,000, which I personally feel we should use, at this time, that on top of that we should be permitted to go to the one-half of the allocation formula—go to one-half of the national average, instead of one-half the per-pupil expenditure in the State.

Mr. **Fleetwood**. I'll agree with that.

Mr. **Strother**. We'll buy that.

Mr. **Fleetwood**. Yes, sir.

Chairman **Perkins**. And, under the administration's proposal here, Kentucky will lose tremendously, your State will lose tremendously, and the States with the high per-pupil expenditure will gain tremendously. We have States spending almost twice the amount of $560 or $750, as much as Kentucky. That's their average per-pupil expenditure. Unless we take some of these factors into consideration, these on-going programs that we presently have under Title I are just going to have the rug jerked out from under them throughout the entire South.

The best studies that I can come up with show that the administration's bill jerks the rug out from under 40 percent of the Title I programs in the entire South.

All I am striving to do with these committee members is work out an equitable solution so as to treat every disadvantaged youngster the same. I would like to go to general aid today, but I know from a realistic viewpoint that we are not going to get the appropriation to do it. And even though I have a general aid bill introduced, strategically, I feel that it is much better to proceed with Title I of the Elementary and Secondary Education Act and then get back to general aid.

Of course to my way of thinking, we are not properly financing Title I. We have an authorization of approximately $3 billion, and we are getting about $1.5 billion in Title I. I personally feel that you have to serve the disadvantaged, not jerk the rug out from under them. Peg it at some dollar level and then go to general aid. But trying to get that money now in Washington is just not in the cards, in my judgment. Nevertheless, that does not prevent us from moving forward in trying to authorize a general aid program. I would hate to see Title I legislation here that would discontinue all of the programs that we have already started throughout the country. According to all of the testimony that we have received before the committee, they are obtaining results.

I know we have not concentrated enough in the areas of reading and math, but I think through trial and error most of the people involved with Title I realize this mistake and are commencing to do just that. I would like to see 95 per cent of the funds spent for reading and math, but I don't think we ought to mandate to the school superintendents. I think the administration's bill is not nearly as flexible as the present program. I think that it will require many more guidelines at the State level.

Do you agree with me on that? They argue that we are going to dispose of the guidelines and so forth. What is your impression?

Mr. FLEETWOOD. My opinion, based upon history, and I have worked in Federal programs now for 13 years, is that anytime you get money from another level of government there are some guidelines, and I think we will continue to have the regulations and guidelines. I don't know that they are bad until you start getting a proliferation and somebody says you ought to tie a little here and over there.

By the way, Congessman, just before I left I talked with our voational people about consolidating these programs. They said they didn't think we would accomplish anything there because they already had one State plan principally for the programs in that area.

Mr. QUIE. Right, they have already given them that kind of flexibility.

Chairman PERKINS. Are there any further questions, Mr. Quie?

Mr. QUIE. Yes.

What percentage of your Title I money is going for reading and math now? You said most was going for reading and early childhood education, which would be reading readiness, I would assume?

Mr. FLEETWOOD. Reading at all levels, and by early childhood education, mainly we mean kindergarten. So about 80 percent of our money is going for reading and early childhood education and very little for mathematics. I guess if we were told to concentrate more in math, we would. It is needed.

Mr. QUIE. Could you give us that percentage so then we could put the total together, the 80 plus, what you have in math? Could you find that and send it to us?

Mr. FLEETWOOD. Oh, yes.

Mr. QUIE. The other question that really bothers me is you said that you really don't know how to reach the disadvantaged child. We have had 8 years under this. I go back to Mr. Mazzoli's questions in that it seems to me somewhere you would have found some programs that worked.

Mr. FLEETWOOD. We are learning, and we have proof which was given 2 weeks ago in our testimony that title I is succeeding in certain areas in North Carolina. I didn't mean to say exclusively we have not learned anything. For example, we had no reading specialists when title I came along. We have had to train these people, and as you get them in the rural areas they can go over to the urban areas because they receive more money. We spend title I money to train the people, then they move to the urban or the higher paying districts, so we have to keep training the teachers. We need a lot of money for in-service education in the area of reading.

But there is something we must do differently for the disadvantaged, because the stuff we have been doing just has not helped them. That's the reason they are disadvantaged. And we need time to explore it. That's the point I was making.

Mr. STROTHER. Let me play with that just a second.

We anticipated some of this, the formula-type thing. We sent Dr. Von Valletta and Dr. Brown out of town Wednesday to help come up with a solution, some formula such as we came up with in 1963 on the vocational approach. We have a group of about 20 topnotch people working now, and we hope to have a formula that would answer your question, Congressman, but it is taking a few days to do it. This we didn't have too much time to prepare, but we do have some people working on it now and we can submit you a written report on this within several days. They will be back, hopefully, within the next day or two.

Chairman PERKINS. I would like for you to come before the committee with this formula when Bill Ford brings in his people and we have the people from metropolitan areas all over the country.

Mr. STROTHER. We'll be glad to share what they hopefully come up with.

Mr. QUIE. Those are all the questions I have.

Chairman PERKINS. Mr. Mazzoli.

Mr. MAZZOLI. I just would ask one more question, Mr. Chairman, and that is, doctor, or Mr. Superintendent, do you see merit in no-strings-attached kind of educational money? Do you feel encumbered and fettered in your ability to satisfy the needs of North Carolina's children by reason of the Federal strings?

Mr. STROTHER. The local superintendents can answer that much better than we can.

Mr. MAZZOLI. What sort of an answer is that? I must misunderstand. I'm new to Morehead.

Mr. STROTHER. I'll tell you. In many instances, between the law as written and the guidelines as implemented at the local level, any similarity is purely coincidental.

Mr. **Mazzoli**. Which means that, if we could change the nature and color and angle of the string, that it wouldn't be so bad?

Mr. **Strother**. That's right, which means if you had a subcommittee that would look at the guidelines and see if they go along with the law, and then discuss this with the superintendents in the field, I have a strange idea that some of the guidelines and some of the stuff that is placed on the local superintendents might be changed.

Mr. **Mazzoli**. So you'd then have, again, the best of both worlds.

Mr. **Strother**. Yes, sir. This is what we are looking for.

Mr. **Mazzoli**. Whis is to have strings and yet no strings. Is that a fair statement?

Mr. **Strother**. That's a fair statement.

Chairman **Perkins**. Mr. Ford.

Mr. **Ford**. I'd like to touch on something else for a moment that we haven't discussed here. From our many years of association with your department and with Craig Phillips, whom I regard as one of the finest educators I have had a chance to learn from, I have determined that your traditions in North Carolina are somewhat different from ours. When we are talking about local control, those words don't mean the same in your State as they do in mine.

For example, you have statewide minimum standards for teachers and pay, so that the disparity between the highest paid teachers in a given system in your State and the lowest paid is not as great as you would find it in a State like mine where it is a total local option sort of thing. But even with that in my mind, I look at North Carolina as a State that has a tradition of State direction, as distinguished from the multitude of local school boards that we have making the decisions that you make on a statewide basis.

One of the things that the administration has received a lot of mileage from with the public and with some educators who have not taken the time to really study the specifics of the proposal is the idea that, by sending the money to the State in the way in which they propose to do it, there would be more local control. Now in my State, when you send something to the State capitol, we don't consider that local control. Maybe it's different in North Carolina. But I look at section 9 of the administration's bill and it says, "the chief executive officer of a State", and I think that's a nice way to say the Governor, "shall be the State agency responsible for administration or supervision of the administration of the program under this act in such State, except that a specified single State agency shall be responsible for such administration or supervision if such officer", meaning the Governor, "determines that the law of such State so provides."

Now, you have an elected State superintendent of public instruction in North Carolina. I think you have been aware of this provision for some time.

Mr. **Strother**. Yes, sir.

Mr. **Ford**. Could North Carolina in its present tradition be assured that the school people in North Carolina would be distributing and administering the funds and supervising the administration of the funds under this section of the act, or would you have to have your legislature change the law?

Mr. STROTHER. No, sir. We cannot be assured that the funds would come to the State board of education. The funds would come to the Governor. Our Attorney General is looking at what laws would be required or what constitutional amendment would be required to be sure the money would move from the Governor to the proper agency, which we think, would be the State board of education. We do not presently have this in our constitution.

You see, in our State the State furnishes 70 percent of the money, the Federal Government 15 percent, and local effort puts in about 15 percent. We are unique in that respect. We do have some concerns about what you have mentioned.

Mr. FORD. Is it a fair statement that even a State like North Carolina that has this tradition of State capital educational supervision, if that's a proper way to describe it, could have no assurance under the approach advanced by this legislation that the present educational structure would be in control of the programs?

Mr. STROTHER. No. It is conceivable that the money could go to social services for educational purposes, that the money as allocated now could go to social services or any branch the Governor would designate.

Mr. FORD. Isn't it a fact that, in the administration of the emergency school assistance program that the administration set up a couple of years ago, the State superintendent and his organization in some of the Southern States were bypassed in the distribution of those funds, so that, in fact, the people who traditionally are entrusted with the management and operation of elementary and secondary education were not in control of the expenditure of those funds?

Mr. STROTHER. This is ture. This is the reason in our testimony we suggested that all funds would flow through the State agency. ESAP or ESAA bypassed the State agency completely. We were allowed to sign them and to make recommendations, but apparently nobody paid too much attention to our recommendations. It is perhaps the most confused thing that we have in North Carolina at the present time.

Mr. FORD. Thank you.

Chairman PERKINS. Mr. Mazzoli.

Mr. MAZZOLI. No.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. What percentage of your State Department of Education is funded from the Federal Government?

Mr. FLEETWOOD. It is about 27 percent. In the area of vocational education, for example, we allow that money to flow through to the local education agencies and we use State money to administer the vocational program.

Mr. QUIE. That makes you unique. I talked to the chief State school officer of Michigan who said 75 percent of the money there comes from the Federal Government. I talked to someone in Minnesota, and he said a little over 60 percent comes from the Federal Government. So I'm surprised. You evidently do not get much title V money.

Mr. FLEETWOOD. I think I misheard your question. Please let me revise my answer.

Mr. STROTHER. I was just kicking you under the table.

Mr. FLEETWOOD. You missed me.

About 67 percent of our money comes from State support, so that makes us fourth in the Nation in the State support of educational programs. Approximately 16 percent comes from the Federal Government, and approximately 17 percent from local.

Mr. QUIE. You are talking about total State. I mean just to run the administrative structure of the State Department of Education.

Mr. FLEETWOOD. Do you want number of people or percentage of people?

Mr. QUIE. I want the percentage of the money that you are spending for the administrative structure you get from title V money. I also want the administrative money of title I, which amounts to one percent, and of vocational education, and so forth.

Mr. FLEETWOOD. I can give you a specific answer to that but it is not all administration. In fiscal year 1972 we had $140 million coming to the State of North Carolina, 137 plus of that went to the local education agencies, either directly or through the State Education Agency, and $3 million came to us for special programs and administrative purposes, that includes the school food services program administration.

Mr. QUIE. And title V.

Mr. FLEETWOOD. All of it.

Mr. QUIE. What is the total budget of running your department, then?

Mr. FLEETWOOD. I have no idea. That's another thing I will have to send to you.

Mr. STROTHER. About 50 percent. That's one I didn't run down. I will know it by 3:30, though.

Mr. QUIE. You see, the administration wants to cut off title V and I think it is terribly unfortunate if you just chop off a program. I was just amazed to see the percentage of State departments of education funded by the Federal Government, and I think that's kind of an unhealthy situation in the long run.

Mr. STROTHER. Our State superintendent is meeting today with the Subcommittee on Appropriations to see what happens if the $720,000 that provides a cutting edge that comes from title V if this money is deleted, as it seems that it will be, and we don't know how much of that money we will be able to retain with our State moneys.

Mr. FORD. I'd like to suggest an alternative conclusion that you can reach in this. I think actually that in Michigan close to 75 percent of the current budget for operating the State office of education comes from Federal funds. But our State office of education was operating out of a phone booth before the Federal legislation came along. They were just bookkeepers up there and they were giving no help or assistance on a professional basis to local school districts. The original purpose of title V that we worked out with the chief State school officers was to give them the ability to turn themselves into professional agencies. Now, when you contrast Michigan with North Carolina, you have to remember that, unlike Michigan, the tradition was to have a strong State office, so that the relative buildup of those resources using Federal funds in a State like Michigan would naturally be higher. I suspect that if you check and find any school district, or any State where more than 50 percent of the budget for operating the State office of education is coming from the Federal Government, you will find that, before the enactment of the Elementary and Secondary Education Act, they had a pro forma State office that did little or nothing to further the aims of education.

I say that in no way in derogation of the great men we have had serve as our State superintendents but, frankly, they were men with titles and no money or staff to do anything.

Mr. STROTHER. I would like to reiterate what I said, though. Title V money and other Federal money have moved us from an agency of regulations, a regulatory agency, to an agency of motivation and leadership, we would hope to think.

Mr. FLEETWOOD. Every new thing we have started in the last 3 years has been started under title V, and we have tried to get State funds to pick up some of the good programs at the State level. We have been successful up until the last legislature, after which we could not take over any title V activities. Presently we have 72 people employed either fully or partially under title V. We had to take over the NDEA III supervision when that ran out, and we took over title X, statistical services, with title V funds, so there you have about $300,000 worth of our $720,000 allotment going for something we had under another program years ago. So we cry a little when they tell us we are going to lose title V funds; a lot.

Chairman PERKINS. Let me state that the only derogatory statement we had concerning title V was that of Mr. Weinberger, the Secretary of HEW, and we have had perhaps two-thirds or more of the States appear before the committee.

I would like to ask you gentlemen whether you feel it is reasonable to believe that the State school superintendents are going to have any more flexibility than in the present program that cannot have any money divested from it from the Federal level? You have title I —no money can be taken from it, and no funds can be taken from the impact aid program. Does it stand to reason that you will have the same regulations there and they will be just as comprehensive under the President's proposal as under the present law?

Mr. FLEETWOOD. As I said, in the beginning of the conversation, I can't see that education special revenue sharing under the Better Schools Act of 1973 does a thing to help the disadvantaged program.

Chairman PERKINS. Let's go a little farther now and break the administration's proposals down specifically, taking into consideration all of the programs that are folded into these five categories. You have already discussed the impact aid and disadvantaged programs. Now under the vocational education category, they are going to have the right to transfer 30 percent of those funds. Before Elliott Richardson left HEW, he made the statement that States have a tendency to violate the regulations of HEW and that the Department was going to see to it that the regulations were strengthened. In my judgment, the regulations have already been written.

Now, assuming that the administration's proposal is enacted, do you feel it would necessitate more guidelines than we presently have, if they were permitted to switch 30 percent of the vocational education funds anywhere they wanted to?

Mr. **Fleetwood.** It is very difficult——

Chairman **Perkins.** Can you just reason it?

Mr. **Fleetwood.** Yes. First I say it is very difficult to speculate on what would happen in the future if something else had happened. But I will say this, if we are allowed to transfer money out of vocational education, it certainly would be tempting to take the money from the place where it is located to support a greater need.

Chairman **Perkins.** From your needs in North Carolina, do you feel that you should have the right to take 30 percent of the funds away from vocational education, or do you feel that it should remain as a categorical program?

Mr. **Fleetwood.** I think I had better defer this to my boss who is on the policy making board and, if you don't mind, let him answer that.

Chairman **Perkins.** All right, fine. Go ahead, Mr. Strother.

Mr. **Strother.** The thing that bothers me there, Congressman, the other day Secretary Weinberger had a large stack of State plans from Kentucky. This was over a certain period of years. He was confusing people.

Chairman **Perkins.** I know he was, but he wasn't confusing many people.

Mr. **Strother.** There is just one plan required, that's all, and they said they were collapsing eight programs into one. To my knowledge, there is just one vocational plan required of each State.

Chairman **Perkins.** Exactly, and I think somewhere along the line we corrected Mr. Weinberger on that.

Mr. **Strother.** Well, I'm happy that you did, but there was a large stack at the end there. I would still like to look at our vocational program a little bit closer than this, and we would like to have the right to look at our own program, since we do have statewide assessment, since we do have a little more statewide control and move the money around as we see fit and not as HEW sees fit.

Chairman **Perkins.** Now, do you think that we should continue with the present school lunch program——

Mr. **Quie.** Before you leave Voc. Ed., could I ask a question?

Chairman **Perkins.** Yes, sure.

Mr. **Quie.** It sounds like you would be in favor of removing the earmarking for consumer education, if that's what we call it now.

Mr. **Fleetwood.** This is one area, yes, sir.

Mr. **Quie.** And not earmark there, but put that in with the rest of the total basic grants for vocational education so you could make the decision at a State level?

Mr. **Strother.** I would like to see a basic grant there and let us look at consumer education rather than breaking it down item by item.

Mr. **Fleetwood.** Needs change and programs need to change.

Mr. **Ford.** Will the gentleman yield?

This may be one of the arguments that we have to fight out again. In 1968 what we tried to do, very frankly, was meddle a little bit.

For example, we found that vocational education had continued in a traditional way in the State of Washington, so that with the tremendous displacement caused by unemployment in the industries along the seacoast of Washington, they were still teaching agriculturally based vocational programs. They were not successful, in a legislature dominated by those interests, in changing their direction.

It was the intent and purpose in 1968 of putting these kinds of earmarks or directions in to force reluctant States into the position of recognizing modern needs.

Mr. QUIE. I think you have it wrong there, Bill. What we did was to remove all the earmarking except for home economics, but require that it all go for programs that would lead to gainful employment, so you couldn't run an agricultural program that wasn't leading to gainful employment. We ceased to earmark $8 million for agriculture so they had to go in and compete with all of the others.

I think the question now is just whether the consumer education could compete with the rest of it, too.

Mr. STROTHER. We believe it could.

Mr. FLEETWOOD. We have gone so far, Congressman Ford, that we have moved the decisions down to the local level. We have said to a superintendent that you get so many man-months and you must decide upon the programs in which to use those man-months to meet your needs in vocational education. We think that's the way it ought to be.

Mr. STROTHER. They can use it for vocational agriculture, consumer education, whatever they like. Some of the superintendents here today can answer some of these questions better than we can along this line.

Chairman PERKINS. What kind of confusion would you have thrown into your lap at the State level if the Administration's proposal passed the Congress stating that you had the school lunch money, you had the library money under title II of the ESEA, you had the equipment money under title III of NDEA, you had the innovative money under title III of the ESEA, along with the guidance and counseling program and all of your State Deprtment funds? Just how would you feel about administering that program there? Would you feel that you would be just as well off to leave it as it is presently, or would you want that additional responsiblity of trying to satisfy these various groups when it is all up for grabs? And when you had funds for only some of these programs?

Mr. STROTHER. Let me answer that and be very ugly about it. We met yesterday with Dr. Phillips and the school lunch people. If the school lunch program, section 11, or whatever that is, if that drops into supportive services, section IV——

Chairman PERKINS. It is the reimbursement and it is already there.

Mr. STROTHER. This would take $2 million more than we would have. Somebody is confusing somebody. There are no supportive services money there if you put the school lunch services in.

Chairman PERKINS. All the reimbursement money, 8 cents per meal, is involved in this category. You would not want that to happen?

Mr. STROTHER. No, sir.

Mr. QUIE. But I didn't understand the answer. The answer is that all the money would go into school lunch and nothing for anything else?

Mr. STROTHER. I say it conceivably could, and you have a little trouble in front of our State legislature when you talk about hungry kids. You are talking about Christmas and motherhood and hungry kids, and, really, it would take all of the supportive services money, if the present bill——

Chairman PERKINS. And you feel that title II, the books; title III, the equipment; and the innovative title and guidance and counseling would all suffer, and you would have to scramble to hold your own State funds then, because of the school lunch program?

Mr. STROTHER. Yes, sir.

Chairman PERKINS. You think this is a bad proposition, don't you, Mr. Strother?

Mr. STROTHER. Very, very bad for North Carolina.

Chairman PERKINS. You told the Committee that your net loss in North Carolina is approximately $28 million, is that correct?

Mr. FLEETWOOD. Twenty-three. Now, again, we used the figures from our actual grants in 1972.

Chairman PERKINS. That's the only meaningful year, because we are under a continuing resolution for fiscal 1973 and it is being construed differently.

Mr. FLEETWOOD. And we used the USOE figures for fiscal year 1974.

Chairman PERKINS. And that's not taking into account inflation, going back to the 1972 level?

Mr. FLEETWOOD. That's correct.

Chairman PERKINS. I can't get away from this formula. It is a difficult matter and I hope when you go home that you will put your technicians and experts to work on what you feel is a sound economic factor, an equitable factor for the whole country in the counting of children under the 1970 census.

The Census Bureau can make projections so we will not have outmoded data as some people are afraid. I think the low economic factor that we have been using has the greatest correlation with poverty than any other factor we can possibly come up with. But I don't think we should freeze the low-income factor way down, and then take a lot of money off the top. We are striving to treat all the children in this country equitably and to reach a figure that will treat all the kids equitably.

I personally feel, knowing eastern Kentucky as I do that it takes more money in those mining communities and in those more rural areas farther up east where we try to consolidate the schools. They talk about busing in places. We get those children out and put them by the side of the road an hour before daybreak in the winter, and they don't get home until an hour or two after dark in the evening. It takes just as much to give a disadvantaged child the benefits under title I in east Kentucky as it does in New York City or any other section of the country.

I personally feel we ought to treat everybody alike. A $4,000 low-income factor, to my way of thinking, would treat everybody alike. Then, if some people thought it was not equitable, I wouldn't object to the AFDC being counted above that $4,000 low-income level. But, above everything else, I think that we should have the opportunity to multiply the number of kids, go up to one half of the national average, which is about four hundred some-odd dollars, and then work from that.

I certainly would like to have you concentrate on the formula since you have a good number of technicians, and see what you feel is equitable for everybody concerned.

Mr. Strother. We'd like to communicate with Mr. Jennings, if we possibly could, and share our findings with him and if he deemed wise bring them back to you.

Chairman Perkins. I think we are going to have a final couple of days of hearings on this formula in Washington, and that will be within the next 2 weeks. Try to reconcile the differences. I'd like to see everybody, the cities and the rural sections of the country, come up with a solution to this problem, instead of having everything up for grab. That's one thing you can think about.

I want to thank you for your testimony here this morning.

Mr. Ford. Mr. Chairman.

Chairman Perkins. Mr. Ford.

Mr. Ford. You may have noticed every time the Chairman mentions school buses, he looks at me, and I don't know whether it's because we manufacture them in Michigan or we have a Federal court case.

Is your Mr. Youngblood with you?

Mr. Strother. He is in migrant education. He is not with us today.

Mr. Ford. He testified before the committee about, I think, two weeks ago, before we had the Administration's bill. One of the things I noticed that the administration does is say to the State that you may spend, set aside, some of the money you receive to spend on migratory children, putting a top limitation on how much you can spend but no requirement to spend any at all.

The present title I that Mr. Perkins' bill would extend has a direct formula computation. It says to you that, before you fund all the school districts around the State, you will fund the State program, which is administered from the state level in all 48 mainland States, from title I. Therefore, there is a guarantee that the money is there for that purpose.

As a practical matter, could we expect that this money would become the cause of some temptation to cut it, since migratory children have never traditionally been a very important political force in any of the States, my own included?

Mr. Strother. Congressman, I think that we would do it. However, that money would go up for grabs. In North Carolina we would continue to educate these kids, we have a good program, but we would not be required to do it, and it is conceivable that we might have economic and political pressures applied and we might conceivably have to allow this program to go down the drain.

Mr. Ford. You spoke earlier of the burden that the State superintendent would have of trying to tell the impact people that their money had been promptly cut off next year. Would he not be placed under a similar burden here to justify to people who had what to them seemed to be immediate needs for the permanent residents of North Carolina the use of the money instead of children who are only going to be in North Carolina for a very short time for the purpose of harvesting crops? Wouldn't that put him between a rock——

Mr. FLEETWOOD. The same principle applies to all these programs for which you have discretion with less money, yes.

Mr. FORD. Thank you.

Mr. QUIE. Mr. Chairman.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. We spent a lot of time this morning talking about the administration's bill, and, as I indicated in the beginning, that is not going to pass. So it is sort of like a strawman. We have all been flailing against it all of this time. The reason I believe this is, as the ranking Republican, I haven't introduced the bill and the ranking Republican on the subcommittee did it "by request" only and in the Record he told all the reservations he had with it. Without any more support than that on the Republican side, and you know how the Democrats feel about it, there isn't a snowball's chance in the hot place of its ever passing. But more important is that the present law extends for another year if we do nothing.

I counted the members of our 38-member committee. Thirty members come from States which would have an increase if they did nothing; eight of us have a decrease if we do nothing. Our State loses about the same amount with any kind of a formula you use, 4,000, Orshansky, 2,000, the works, so I can be kind of objective about it.

What does North Carolina lose if we do nothing now? That's a real possibility.

Mr. FLEETWOOD. We can't give you the exact figures——

Mr. STROTHER. Yes, you can, too.

Mr. FLEETWOOD. I guess I had better give you the estimated figure. We are getting in 1972, $62 million. We will get this year about $56 million according to estimates, and our reduction would be, the best about $5 million. In other words, that is all we would get next year. It may get as low as $31.7 million. So we would lose a great deal. In fact, we have done the best job of fighting the battle against poverty in North Carolina from the 1960 to 1970 census of any State in the Union according to figures available to us.

Mr. STROTHER. As I understand the process, if there is no bill on July 1, then we revert to the Tydings amendment, or whatever we have there, but there is no money available after July 1 for title II, for NDEA III, for title V.

Mr. QUIE. That's correct.

Chairman PERKINS. Then the pressure would be there for the administration's special revenue sharing.

Mr. STROTHER. The only vehicle that we have that we can possibly get through and keep the program going to kids is House Bill 69. That will do the job for North Carolina.

Mr. QUIE. I don't think the votes are there in our committee for House Bill 69.

Mr. STROTHER. I'm sorry, but we have some kids out there we are worried about.

Chairman PERKINS. Let me say this to you. Some of our Senatorial friends are fearful of busing. That is no deterrent as far as I am concerned. This bill expires June 30 of this year, and it is shameful not to have a timely authorization. Think about what may happen after June 30 if we don't move along. I have every confidence that the Senate will move after the House moves, and we intend to move as expeditiously as possible.

We are just beginning to get this program off the ground, and it would be derelict on the part of all of us to let this thing hang fire until next June 30. We are going to do our darndest to move this along, notwithstanding the fact that we have that automatic rider. The automatic rider was not written into the law for purposes of this kind. It is our duty to extend this legislation. We will meet this challenge.

We thank you very much for your help.

Chairman PERKINS. Our next witness is Dr. Charles Williams, associate superintendent, South Carolina State Department of Education and the Morehead Adult Basic Education Panel.

Go ahead, Dr. Williams. We are delighted to welcome you here today. Your prepared statement will be inserted in the record and you may proceed in any manner you prefer. Just take your time.

[The statement referred to follows:]

STATEMENT OF DR. CHARLIE G. WILLIAMS, DEPUTY SUPERINTENDENT FOR INSTRUCTION, SOUTH CAROLINA STATE DEPARTMENT OF EDUCATION

Mr. Chairman, distinguished members of the committee, ladies and gentlemen and special guests, it is a signal pleasure to appear before you today to offer some evidence in support of the extension of Title I of the Elementary and Secondary Education Act. I bring to you a word of apology from Dr. Cyril B. Busbee, South Carolina State Superintendent of Education, who is unable to appear in person due to a previous commitment to the Classroom Teachers Association in our State.

As you conduct similar hearings in various locations, I'm sure you will have large numbers of interested people appear before you. I commend you for your dedication and patience as you must hear conflicting information as well as the same information presented several times from different points of view.

In order to establish a framework for receiving my remarks, let me present briefly my program area of responsibility at the State level. In my role as Deputy Superintendent for Instruction, I have direct responsibility for (1) Vocational Education Programs, (2) Program for the Handicapped (3) General Education—Elementary—Secondary, (4) Adult Education (5) Instructional Television Programs (6) Federal Programs—Titles I, II, III, ESEA, EPDA, NDEA—III, (7) Teacher Education and Certification Programs.

It might be interesting to note that I came to the State Department of Education in 1967 from a local school district. As the local coordinator of Federal Programs, I developed and had approved the first ESEA Title I project approved in South Carolina after the implementation of the act. I cite this experience simply to indicate my direct interest and involvement in Title I activities over the period of its existence.

Seemingly the basic question being debated is the most significant and meaningful way for the Federal level of government to influence the nation's system of education. Herein, seemingly, lies the crux of the debate as different individuals and groups present strong testimony to support their views on this question. May I spend the next few minutes doing the same.

First of all let me sincerely and professionally commend you as representatives of the federal legislative leadership for a significant contribution to the national system of education through the passage and implementation of the numerous federally legislated programs. Most often your contributions are not recognized and acknowledged because the measuring stick of success is perfection not progress.

In a democracy which has set as its goal to provide all the children of all the people with all the education they can profit from, progress is a defensible measure. Federally funded programs have made contributions to the progress which has been achieved. Your contributions far exceed the recognition and applause you have received. Let me illustrate briefly with these examples.

The Congress of the United States has assumed a major leadership role in the development of programs in (1) vocational education, (2) Handicapped and (3) Culturally disadvantaged.

It would be a waste of your time to trace the chronology of developments in these three significant areas. Through the leadership and funding of federal programs the system of education has progressed through stages of (1) awareness, (2) sensitivity to need, (3) initiation of unsophisticated programs, (4) expanded and improved programs, to (5) well developed and efficient programs.

As a growing, developing nation, our system of education had not been oriented to developing marketable skills (parents did that) or providing programs for the handicapped, or to compensatory programs to assist children who otherwise would be caught in the poverty cycle. Federally funded programs are basically responsible for the progress in these program areas.

There are those who have historically expected instant perfection in complicated sociological-educational programs. This simply cannot be achieved. Progress at an accelerated rate is a much more realistic measure. You have achieved that and more and you are to be commended.

This is not the time in the development of the national system of education for the Federal Congress to falter in its leadership by accepting inaccurate measures of success. It is not the time either to play games with ourselves and our children by believing we can continue this progress by packaging less money to serve fewer children.

Let me move from the general to the specific and illustrate what I have been saying by direct reference to Title I.

Title I of the Elementary and Secondary Education Act of 1965 was based on the concept that one of the effects of concentration of poverty manifests itself in educational deprivation of school age children. Historically the institution of education has been geared to the "middle class" of our society. Until passage of the Elementary and Secondary Education Act, the children of poverty for the most part were the forgotten victims of this national social atrocity. E.S.E.A., and more specifically Title I, addressed itself quite rightly to the solution of this national problem. The problems that we are attempting to resolve under the Act do not lend themselves to easy or immediate solutions. The complexities of the circumstances which brought about the creation of the Title I program represents an unprecedented challenge to the educational expertise of our nation's schools. Successes and failures must therefore be considered in light of the length of time during which the problems of poverty and educational deprivation were unresolved and all but unapproached. The experience we have gained in operating compensatory education programs over the past seven (7) years has greatly enhanced our knowledge concerning the needs of the disadvantaged. We have, as a result, made much progress in the areas of meaningful needs assessment, and in the identification of the kinds of programs which best meet the needs of educationally deprived children. Our evaluation strategies have been honed and refined to a point where we are now more capable of structuring effective methods of evaluating compensatory programs at the local level.

In South Carolina, our tremendous need for continued compensatory education is evidenced by the fact that according to the 1970 census data, using the Orshansky poverty index 35.4% of the 5–17 school-age children are children from poverty backgrounds. Nationally according to some estimates the poverty average is only 15%. From the same 1970 census data in South Carolina's ninety-four school districts only ten (10) have less than the 15% national average while fifty-three (53) districts represent a percentage more than double this national average. Clarendon School District #1 has a poverty index of 69.3%. Calhoun School District #2 has a 68.9% poverty index. Clarendon School District #3 has a 61.4% poverty index. Florence County School District #5 has 61.5%; Orangeburg #7 had 65.4.% I could name several others as our list is long and reveals the seriousness of the educational problems of our children in poverty situations.

The dilemma of the disadvantaged in a national problem. Compensatory education under Title I has addressed itself to this problem. In South Carolina during the current fiscal year and with only 80% of 1972 funding level. Title I is providing services to 173,992 children, representing 26.8% of the total 10-day school enrollment in the state. More than 298,000 children have been identified, through an analysis of the statewide testing program, as needing compensatory educational services. Increasingly, however, we are restricting the scope of the population served—making those tough decisions as to which of our disadvantaged should receive the advantages and which, sadly, we must relegate to that indefinite time when adequate funding becomes available. Reading programs have received priority. 113,869 children are in compensatory language arts programs. 61,442 children are in compensatory math programs. 11,618 children participate in special activities for the handicapped and 7,687 children are in compensatory pre-kindergarten and kindergarten activities. In addition to these compensatory instructional programs, 80,713 eligible Title I students are also receiving supportive services such as dental and medical care, psychological services, and special guidance services. The instructional programs are utilizing the services of 3,003 certified professionals and 2,044 paraprofessionals. Supportive services are being provided through 147 nurses, 99 counselors, and 14 psychologists.

By restricting services and "tightening up" the evaluation design of programs, we are increasingly validating academic gains—but again we must point out that for the nearly 174,000 children we have placed in our program there are many needy children going without Title I programs. I'm sure you hear or read of the lack of successful efforts; as evidence of successful Title I project activities, let me relate the following examples:

During the school year 71–72, in Darlington School District #1 a special compensatory reading program was initiated for 750 children for grades 2 through 7 in three priority schools. The program strategies called for the establishment of a reading skill center at each of the three schools. Each center was staffed with a full time reading director and three teacher aides. The regular classroom teacher brought groups of students to the reading center during one half of the regular language arts period. The teacher remained with the students and taught in the skill centers along with the specialist and para-professionals of the center staff. The program also contained provisions for intensive pre-training and continuous in-service training of the involved staff members from the three schools. The major objective for the reading activity was: students (grades 2–7) shall show an average gain of one month's growth in total reading for each month of participation in the program. The results of the end of project evaluation for a sample of 573 students revealed that when the students entered the program they were learning at a rate of four months for each year of reading instruction. This represents a learning rate of .4 months for each month of instruction prior to their involvement in the program. During the seven months within the program the students gained an average of 1.5 grade equivalents in reading. This gain reflects an average learning rate of 2.15 months for each month of instruction. The objective was achieved. The cost of providing this compensatory reading program was $197,049 or $262.73 per child. This appears to be a small price to pay in terms of the gains made by the children involved in the program.

In Williamsburg County where the poverty index exceeds 60%, a compensatory kindergarten program was instituted for 604 disadvantaged five-year-olds. Twenty-six kindergarten classes were operated on a full day schedule in eight elementary schools during the 71–72 school year. Each kindergarten class was staffed by two adults; one full-time teacher and one teacher's aide. A full-time director coordinated all aspects of the program. Intensive pre-service and in-service training was provided all staff members during the summer and throughout the school term. Periodic meetings were held with parents in an effort to acquaint them with the purposes and objectives of kindergarten and to gain their suggestions and cooperation. The objectives of this activity were: students involved in the kindergarten program will make significant gains in conceptual development, verbal ability and verbal intelligence scores. Results from testing indicate that kindergarten students achieved an average mental age gain of 1.7 years in verbal intelligence as a result of their kindergarten experience. In conceptual development, as measured by the Caldwell Preschool Inventory, the initial perceptile rank of the students when compared to national norms was 5%. At the time of post testing, the rank had increased to 82% when compared to national norms. The students had gained an average of seven months in verbal skills between pre and post testing as measured by the Illinois Test of Psycholinguistic Abilities. The cost of this program was $270.745 or $446.00 for each of the 604 five-year-olds.

Title I funds were used to support a Corrective Mathematics Program in Richland School District #1. Students who participated in this program were performing at least one and one-half years below grade level expectancy in mathematics. They were selected from the fourth and fifth grades from seven priority elementary schools. Each program was staffed with a qualified teacher and a teacher aide. The students were provided approximately 45 minutes of instruction per day in the Corrective Math Program. There was an in-service educational program before and during the school year for the teachers and teacher aides. A district mathematics consultant was assigned to direct this project. The objectives of this program were:

Objective No. 1.—The national percentile rank of the mean mathematics score will significantly increase from pre to post testing for students participating in the Corrective Mathematics Program.

Objective No. 2.—The gains in mathematics for project students will be significantly greater than the gains for a control group of students who are not participating in the Corrective Mathematics Program.

Objective No. 3.—80% of the students will display a positive attitude toward the mathematics program at the conclusion of the program.

The results of the program evealuation indicate that all three objectives were met. The gains of the project students from pre to post testing represented an increase of 8.03 percentile points on national percentile rank norms. This indicates that students not only gained the amount needed to retain their percentile rank but gained more than the average amount expected and thus increased their national ranking. The control group, however, experienced a net loss in percentile rank scores of 4.54 even though they had a raw score gain between pre and post testing. The gains for the experimental group exceeded that of the control group at the .01 level of significance 98% of the students in the program felt that the Corrective Mathematics Program had helped them. When asked if they preferred corrective mathematics or classroom mathematics programs, 87.4% expressed a preference for the Corrective Mathematics Program.

The cost of this program was $179,170 or $349.00 for each of the 513 participating students. The evidence supports the program since there was concrete data showing that project children gained in national ranking in math achievement while a group of like students without the program continued their decline in national ranking in mathematics achievement.

In Marion School District #1, an analysis of cumulative reading test data revealed that some 800 students (grades 4–12) were achieving two or more years below expected achievement level. A special remedial Title I reading project was developed to alleviate this condition. A project was initiated in four priority schools and was conducted through the efforts of eight specially trained reading teachers who were assisted by eight teacher aides, small group instruction was utilized with emphasis given to individualized instructional methods made possible through programmed learning materials. The objective of the activity predicted a six month mean achievement growth after nine months of compensatory instruction for participating students. An analysis of the pre and post mean grade equivalent scores revealed an average mean gain of eight months. Thus the outcome exceeded expectation. This result becomes meaningful when one considers the degree of deprivation of the students who were served. The cost of this program was $68,407 or $85.00 per student.

An assessment of student needs in Dillon School District #1 indicated that 63% of entering first grade students lacked readiness to begin school. A further analysis of this need revealed that the deficits in readiness skills were greatest among low-income children. With Title I funds, this district initiated a compensatory kindergarten activity for fifty (50) students from low income families. The project had the following objectives:

Objective No. 1.—Fifty percent of all participating five year olds will achieve at a level of readiness to begin first grade instruction as measured by the Metropolitan Readiness Test.

Objective No. 2.—The participating students will show a significant gain in mean conceptual development score between pre and post testing as measured by the Caldwell Preschool Inventory.

To initiate this activity, Title I funds were used to employ an early childhood teacher and a teacher aide. Appropriate instructional supplies and equipment were also provided. The end of project evaluation demonstrated that both objectives were achieved. Sixty percent of the students who participated achieved at a level which indicated readiness to begin first grade instruction. A comparison of the Caldwell Preschool Inventory pre and post test data indicated that the average gain of 12 raw score points achieved by participating students was significant at the .01 level of confidence. The cost of this program was $16,980 or $339.00 per student.

In analyzing the future of compensatory programs, we realize that you, as Congressmen must reflect the concerns of the people regarding reports about Title I. Admittingly, Title I has had its obstacles. Since its inception, the Title I program has had to perform in difficult circumstances. Its original creation, though well intended, lacked sufficient timing needed for adequate planning and efficient implementation. Educators were unprepared to effectively address the problems of the disadvantaged. At that time, we simply lacked expertise and experience. It has taken time to identify those programs and approaches which offer the best solution for meeting the needs of disadvantaged children; and Title I has only just begun to show substantial results. We must continually be aware of the fact that the debilitating circumstances that the Title I program is attempting to ameliorate are the results of decades of cultural deprivation. In only seven years, Title I has begun to pay off. Our experience and knowledge have given us the capability of implementing vastly improved compensatory programs. The years since the enactment of ESEA represents a substantial investment in terms of identifying problems, seeking solutions, training personnel, and creating improved learning conditions. In 1965, you, as Congressmen, astutely recognized the needs of the disadvantaged, and were willing to provide funds to meet these needs. Today, on behalf of the educators in our state, I solicit your support for the continuation of ESEA compensatory programs in order that thousands of disadvantaged students in South Carolina, and the disadvantaged students of this nation, may have an opportunity to reap the rich dividends in our investment of funds for compensatory education.

STATEMENT OF DR. CHARLES WILLIAMS, ASSOCIATE SUPERINTENDENT, SOUTH CAROLINA STATE DEPARTMENT OF EDUCATION, ACCOMPANIED BY DR. DONALD C. PEARCE, COORDINATOR OF FEDERAL FUNDING

Dr. WILLIAMS. Thank you, Mr. Chairman, and other members of the subcommittee.

I should have warned you earlier, as we work with the North Carolina group, if you were just looking for a good quitting place, you don't come to one. You just have to cut it off at some point, and I really wasn't sure you were aware of that characteristic of those fellows from North Carolina. It's somewhat like talking to my mother-in-law. You just don't find a good quitting place. You just have to say, "Ma'am, that's all."

We do have a printed text that we will leave with you. I will not take time to reiterate either the chronology or the statistics that I am satisfied you understand as well as if no better than most of the people who are appearing before you. I would like to make some comments in at least three categories, maybe respond to some of the questions already asked, and others.

First of all, I would want to offer to you as representatives of the U.S. congressional leadership a commendation for the contributions you have made to the system of public education in this Nation. I have that in my written context and some of my colleagues read it, accused me of trying to lay it on kind of heavy, and I especially want to say this, because I tried to think of any commendation the Congress had ever received for anything. And I'm serious. I can't think of a problem confronted by this Nation that the public, the press or the media of any kind has said the Congress has moved to resolve. You may have some individuals who have been given credit for resolving it, either executive, legislative and probably more particularly at the State level, and I think we have missed a major point that I kept hearing referred to in some of the prior discussion; that the Congress of the United States has taken a leadership role in the system of education in this Nation that I'm afraid that you don't even realize.

Some of the earlier discussion, for example, about whether you're talking about general aid or categorical aid, to me seems to be what are you trying to do. If you want to help good old education, wherever it is, in whatever it's trying to do, and make X percentage of contribution from the national level, and X percent from the local level, and that's your commitment, then, of course the answer is general aid to education and turn it over to the decisionmakers in the system, which is the State and local level.

But if you look back at the contribution that you made, it has been in attacking national problems with force and effort. I couldn't help but note some of them as we were talking.

Vocational education, as I understood in the chronology, tracing it back to the Smith-Hughes Act, and on up to the amendments of 1968, if you go back and look at the decisionmakers in American public education, they have been academically oriented, middle-class people. A concept of skill development, marketable skill development, simply didn't occur to them for the first 50 years, and it's really through the leadership of the Vocational Education Act that really carried that program up until about the last 2 or 3 years. Now the decisionmakers are beginning to realize that there is a legitimate role for education to build marketable skills as well as preparing one for further education, and I personally think it would be tragic from the leadership level, from the national level, to say put that money in the general pot and put it wherever your priorities—or really it's your biases and commitments—would lead you to do it.

I couldn't help but have the same reaction when you raised the question about consumer and homemaking, because you're faced with the same problem. Sometimes we don't stop and realize that whatever the future of this Nation is, it's going to be influenced by the homemaker, by the mothers and the parents in the home, regardless of what else we do within the system of education.

And as we move to industrialize the Nation, and as we go to a commitment to manpower skill development, we sometimes lose sight of the idea that to develop a meaningful, contributing homemaker to the next generation of youngsters may be a national crisis bigger than some of the other commitments, and I would commend you—I started out to commend you and started preaching—I would commend you for your patience as you listen to conflicting testimony from people who see this tremendous task of educating the Nation's youth from different viewpoints and from different biases.

I had a discussion just day before yesterday on the question Mr. Quie raised about whether academic testing is a better measure of educational deprivation than income, and my colleague and I were not in agreement, and I asked the question if you're trying to get at educational deprivation, why not measure it directly. Why measure another indicator that's tied in with several other thinks to say, you know, if he has or doesn't have this, he may be educationally deprived. If that's what you're trying to measure why not measure it directly.

I think it would be an indictment against all of us in the system of education to sit here and admit to you that we're in the process of developing skills, attitudes, values, and knowledge, and deny that we could come up with a measure of deprivation and would have to fall back on some economic measure.

I know I'm in conflict with my colleagues from North Carolina, but I say if given the task and the responsibility, it can be done. There would be some problems in identifying what you really meant by educational deprivation. I'm not sure it's just reading and math, but certainly those are critical, too, but at the same time I'm not willing to admit that if you're trying to get at what you're here to do you can't measure it directly rather than using some income index, and I'm really saying that I admire your patience as you listen to top level decision makers in the system of education disagree on such critical issues as who shall make decisions on what's important, such as if you are intending to attack the critical probliem in the national system, then general aid won't do it because you have too many other levels of people who set the priorities as to what the critical issues are, and the ones that you might see from the federal level may not be the same ones that are seen at the local level.

In fact, as I listened to the questions, it dawned on me that much of the basis for the questioning was the lack of confidence in the system of American education, whether we can do what we are here to do. I would just offer one thing in behalf of that, but what the system of education and all of its cumbersomeness in a democracy, that has so many people that influence the decision, it may not react in a crisis like we would like it to. But it has a stability to it that you can't destroy, either, and I think we are taking some crisis issues and making judgments rather than taking a system designed to educate all the children of all the people with all the education they can absorb, and are looking for perfection.

I would offer that as one other comment, that the measuring stick in a nation's system of education can't be perfection, it has to be progress, measurable progress, that we can live with. But I would say don't accept a measuring stick of perfection as evidence of failure in your approaches to try to influence the nation's system at the state and local level.

I will move to some final remarks and share with you some successes in title I, as I understood from the other discussion. We have in our prepared testimony at least five school districts that have set out to achieve objectives under the provision of title I.

Mr. **Ford**. Do you have any extra copies with you?

Dr. **Williams**. Yes, sir.

I will not read but two of these and share with you that, as I indicated, perfection is not the measuring stick, but progress, and in any field that you have entered into at the national level, we have probably gone through some stages that should be recognized from, first of all, an awareness of the problem; secondly, the sensitivity to the need of the problem, the initiation of unsophisticated solutions to the problem; expanded and improved programs and, finally, to well developed and efficient programs.

My testimony today is to the fact that in title I particularly we have come through those five stages, and we are now at the point of capitalizing on the investment, and the time and the attempt to attack a problem that we never even looked at before, The Federal Congress categorized the money and said get on with the task.

We have come through those five steps and I would share with you very briefly that in Darlington County, some of you might be familiar with that one because they had a little difficulty with the buses and turned one of them over down there some time back. They initiated a reading program for 750 children in grades two through seven in title I priority schools by establishing reading centers. Each center was staffed with a full-time reading instructor and three aides. The regular classroom teacher brought groups of students to the reading center during one-half of the regular language arts period. The teacher remained with the students and taught in the skill centers along with the specialists and teacher aides.

The program contained provisions for inservice pretraining, in service training and involved staff members from the three schools. The major stated objective for the activity was that the students in grades two through seven shall show an average gain of one month's growth in total reading for each month of participation in the program.

The results at the end of the project, for a sample of 573 students, revealed that when the students entered the program they were learning at a rate of four months for each year of reading instruction, four-tenths months for each month of instruction, prior to the involvement in the program. During the seven months within the program, the students gained an average of 1.5 grade equivalents in reading. This gain reflects an average learning rate of two and fifteen hundredths months for each month of instruction.

I am simply documenting that we have developed the sophistication of determining where you want to go with these youngsters, implementing programs, and then testing at the end of the session to determine whether we got there or not.

The second example that I will take time to read with you is in Williamsburg County, judged in the early 1960's to be one of the 17 poorest counties in the United States, where a poverty index of 60 percent of the youngsters fall within the category of eligible for title I services. They initiated a district-wide kindergarten program for their title I eligible youngsters, including 604 five-year old children.

Twenty six classes were operated on a full-day schedule. Each kindergarten class was staffed by two adults, one full-time teacher and one aide. A full-time director coordinated all aspects of the program. Intensive preservice and inservice training was provided for all staff members. Periodic meetings were held with parents in an effort to acquaint them with the purpose and objectives of the kindergarten and to gain their suggestions and cooperation.

The objectives of this activity were students involved in the kindergarten program will make significant gains in conceptual development, verbal ability and verbal intelligence scores. Results from the testing indicate the kindergarten students achieved an average mental age gain of 1.7 years in verbal intelligence as a result of this kindergarten experience.

In conceptual development it is measured by the Caldwell preschool inventory, the initial percentile range of the students as compared with national norm was at the fifth percentile level. At the time of the post testing the range had increased to the 82nd percentile. The students had gained an average of seven months in verbal skills between pre- and post-testing as measured by the Illinois Test of Psycholinguistic abilities.

The cost of this program was $270,000, or approximately $446 per student for the 604 five-year olds.

You will find in the prepared text there are at least four other illustrations of the effectiveness of title I as we have implemented it in the state of South Carolina, and I understand there wasn't a threat that it would be eliminated, but I think there is a need for people to know that as this nation, and particularly South Carolina, has become aware of the problem, sensitive to the problem, we initiated efforts and we have gained the sophistication to make title I, make a difference in the lives of these children.

I especially wanted to share that portion with you.

I have with me my colleague, Dr. Donald C. Pearce, who is the coordinator of Federal Funding with the State Department of Education, South Carolina, who feels I have left something out.

Dr. PEARCE. Mr. Chairman, members of the committee and distinguished guests. The real reason for me being here today is Dr. Williams, my boss, was about to catch the flu yesterday and they simply had to plug me in as a backup in case he fell out today. But the fact that I grew up on one side of Pine Mountain, Mr. Chairman, on the Virginia side, and spent the next 10 years on the Cumberland River in Pineville down in Bell County, makes it a real honor for me to have the privilege of supporting my boss here this morning.

With regard to this problem of measurement of academic achievement, some figures might be indicative of the real problem that we face. I'm not sure, and I support North Carolina, that we know how to develop programs massive in nature and serving massive numbers of children in 93 school districts that can be adequately designed and evaluated to actually indicate academic achievement.

Now, you have seen some examples of programs with restricted numbers of children where this can be done.

At the present time we are serving about 173,992 children in South Carolina. We probably need, on the basis of local factors, to serve 298,000 children.

If we took a $30 million figure and $300 per child, if my arithmetic off the top of my head is correct, we would have to restrict the number of children served to 100,000 of that nearly 300,000, almost equally educationally disadvantaged children.

So I did want to make that supporting statement.

Mr. QUIE. Where does your 300,000 equally disadvantaged come from?

Dr. PEARCE. 298,000 based on the local education deprivation factor after the allocations are made to local school districts and the priority schools are determined.

Mr. QUIE. You aren't serving that, however? You're serving 173,000 now?

Dr. PEARCE. Right.

Mr. QUIE. And those are the total number in title I, in the target schools?

Dr. PEARCE. Yes, sir, that are being served, because we constantly over the years have restricted the number of children to be served, and I think probably, and I might state that I'm the sole surviving member of the team in I belive it was June 1965, that began the planning to get ESEA programs under way, so I have a pretty good idea of the frustrations and limited successes that we have had. But we probably established too wide a base to get definitive results, and we have had to constantly restrict the base in order to get these results which, of course, gets us back to the point that our 1965 expectations were that the base we established was only the beginning of a new era in education that would provide at least twice the funding for South Carolina.

So, instead of broadening our programs based on that base, we have had to restrict those programs. We are fully supportive of H.R. 69.

Chairman PERKINS. Just tell us why you have had to restrict those programs.

Dr. PEARCE. The concept of title I has actually changed and grown as the program has developed. What we think title I is now isn't really what we thought it was in January of 1965. Now it's more of a totally designed, almost a research design program, with stated objectives, costed out activities, and a tight evaluation design. We are beginning to develop that type of expertise. In 1965 we neither had that expertise nor were we even aware really that it was necessary. This was true not only in South Carolina, a small rural State. I think it was true of the Federal bureaucracy, up to whom we were looking for guidance and counsel in this matter, and as their concept of title I changed, then our concept of title I changed.

The big difficulty that we have had is in the number of changes that have taken place that we have had to transfer into action at the local level. But I believe that we are at the point that we can begin to show some real progress, but I'm not as optimistic as some are that we have the technological know-how in the evaluation or design area to give the results that would really show the Congress without a doubt.

Chairman **Perkins**. What percentage of your money are you spending on reading and mathematics?

Dr. **Pearce**. We are spending half of the money—no, we are spending a little over a third of the money. It depends on what year it is. This year we are spending nearly half of the money on reading and math.

Dr. **Williams**. We are spending approximately $11 million out of an allocation that ranges from 26 to 31 in reading and math.

Mr. **Quie**. What is the rest of it being used for?

Dr. **Pearce**. This is where I may differ, and I do this very hesitantly, with not only my superior but with Mr. Quie, because title I is based on the assumption that concentrations of poverty children, of poor children, make a poor school, and I believe this is true, for a whole constellation of factors, and we have to attack the entire constellation of factors rather than simply saying if we can teach them to read and teach them mathematics, they will then have the tools to acquire those aspirations and those ambitions that will bring them from this level up into the middle class, which is really what we are trying to do.

I think it is this to which title I has always addressed itself, and it is this concept which I favor, I think, over the opposition of my own chief here.

Dr. **Williams**. I'm not going to let him tell any more about it.

Mr. **Quie**. You haven't answered my question yet, though. What you are spending the other 50 percent of the money on?

Dr. **Williams**. We are spending over $1,000,000 for nurses and health care for Title I eligible youngsters. There is a tremendous expenditure made.

On page 6 there is a breakdown not in terms of money, but in terms of the number of youngsters enrolled in different types of programs. The program for the handicapped has been utilized with Title I moneys; kindergartens over the State as we have moved to implement kindergarten; the Title I eligible youngsters have been included in a number of kindergartens; physiological support services, some reasonable amount of money into science and social studies and other content fields.

Mr. **Quie**. I look at kindergarten, prekindergarten as preparing for reading readiness, so it isn't devoid of that effort, you know, in reading and math. But if you could elaborate more, if you want to submit some information to us on the need for these other services, you know, of the health field and all. The thing I'm always worried about is in the early years, we spend an awful lot on equipment.

Dr. **Williams**. Yes, sir.

Mr. **Quie**. And I know some schools never uncrated their equipment. They had an equipment salesman who sold them a bill of goods.

Dr. **Williams**. This is a part of my earlier comment. We had a national problem that people finally woke up to after a hundred years and tried to solve it in 2 or 3 years, and really gave to public schools a tremendous amount of money to attack a rather serious and complicated problem, and not knowing what else to do, tied with as Dr. Pearce said, some rather nebulous guidelines of what you couldn't or could do. The first effort was to try to find the equipment, materials and supplies, and it was only after some years that we began to realize you had to have a program in which to utilize the equipment and skills and supplies. I think at this point we are well beyond that stage.

Mr. QUIE. Should I continue on?

Chairman PERKINS. Go ahead.

Mr. QUIE. Of your 173,000 children being served, could you tell us how many of those are from families below $2,000 income or on AFDC?

Dr. PEARCE. I am going to give you off of the top of my head figures. I think it is 216,000, and our AFDC count has been so low as to not really affect the figures much one way or the other.

Mr. QUIE. That other figure you used was 287,000 if I recollect?

Dr. PEARCE. That's right. That's educational disadvantaged in priority schools, children falling below two grade levels in reading and math.

Mr. QUIE. Do you have any estimate of the total number in the State that are educationally disadvantages?

Dr. PEARCE. Would you accept an approximation?.

Mr. QUIE. A good horseback estimate.

Dr. PEARCE. Forty per cent.

Mr. QUIE. We can interpolate that into numbers.

Another question I have is I don't believe any State has made as much progress as South Carolina in reducing the number of young men failing the preinduction mental examination in selective service, if I recall seeing those figures. How do you account for that?

Dr. WILLIAMS. I would account for it probably in two ways.

No. 1, we had a very ripe field in which to operate, and you can make a lot of progress when you have a lot of area for growth, and

No. 2, I think some 6, 8 years ago when the statistics came out regarding the status of this State, we through the State department of education, did a study and met with the local school districts and pointed out the problem and began to bring some attention to this really statewide problem at that point.

Mr. QUIE. It must have been a substantial change in the educational system or something to bring this about because, if I remember right, when they first made the tests, South Carolina was the worst State in the Union.

Dr. WILLIAMS. That's right.

Mr. QUIE. And there are an awful lot of them worse than South Carolina now. You made amazing progress.

Lastly, to me the most significant thing you said in your statement is on page 8. You said periodic meetings were held with parents in an effort to acquaint them with the purpose and objectives of kindergarten and to gain their suggestions and cooperation.

As I have listened to testimony through the last couple years before our committee, trying to find out what is it that really helped them to make significant gains, which they didn't make for the first 5 years in Title I. It seems that sort of a repeating thread comes through, whereby the parents, meaning the involved community, were cooperating and making suggestions, and I think that's absolutely necessary if we are going to make progress with these young people that are disadvantaged.

Dr. **Williams**. It's really pulling together two parts of what I heard said earlier, one indicating evidence that the home makes all the contribution, and the other taking the position that only the school makes the contribution with really a middle ground that in order for one to profit from his experiences within his own capability, the adults in the household where he spends most of his time can make contributions through language, expressions, vocabulary, concept development; the schools can capitalize and add to it, and I think we were pursuing earlier some discussion as if they were separate and complete entities unto themselves. This is simply saying that both agencies make a contribution to the ultimate growth of a youngster and is trying to bring the two together, and I think that probably in Title I as a whole we are much farther along than one would realize in getting parents involved in various types of programs regarding their own children.

Mr. **Quie**. My last question would be the Congress, you know, can appropriate money for Title V and these other programs that the one will be in support of that, although I indicated before that I think it is unhealthy for the Federal Government to pay such a high percentage of State administrative costs.

I'd want us to spend some time to think that thing out rather than chop it off. How much will South Carolina lose if we just went ahead and appropriated the same amount of money in all these programs extending the present law for another year using the new census information. Do you have that information?

Dr. **Pearce**. I'm not interpreting the question properly.

Mr. **Quie**. If we appropriated the same amount for vocational education, for Title V and Title II and all of those, and also the same amount in Title I using the new census information instead, South Carolina, having a drop in the number of children with $2,000 income or less, would lose a substantial chunk of money.

New York, Michigan, Illinois, California, etc. get substantial gains in the amount of money. I was wondering if you had that.

Dr. **Williams**. We haven't calculated that figure.

Mr. **Quie**. North Carolina is about 31,000 indicated, but I think they were figuring Title V going, too.

Dr. **Pearce**. We are praying for a hold safe clause.

Dr. **Williams**. Could I respond to the earlier comment about Title V and State departments of education, because I think Mr. Ford made an excellent observation if you extend it to include the U. S. Office of Education. I think you'd have a better analogy there, because it, too, was a very minor data collecting agency that put out a few reports that no one read. State departments of education by and large within the American system of education was not a very viable force in shaping what happens to the youth of the Nation, and I think Title V whether it should have been or whether State should have been doing it to begin with, has made a contribution to put State departments of education in a competitive position with other institutions that vie for this kind of expertise and manpower, and probably, and a lot of people would disagree with this, that State departments of education over the Nation have moved into the leadership position in terms of the change in direction of public education at the local level.

I'm sure that the colleges and universities would say they have done it. I'm sure that the teaching profession would say they had done it, and there are those of us who would say that title V probably was a major factor in the sensitivity and changes in the leadership that's being given to the system of education throughout the states.

Mr. QUIE. In my observation, I give the State departments the credit.

Chairman PERKINS. Mr. Mazzoli.

Mr. MAZZOLI. Thank you, Mr. Chairman.

I'd like to welcome and appreciate your candor as well. I thought you answered some interesting questions in a very refreshing fashion, to tell you the truth.

If I'm correct, basically, doctor, you earlier said that certain programs do need to have the assistance and the nourishment that can come only through strings attached in categorical programing. You mentioned that some States fail to recognize the need, more particularly in the vocational education direction, and the Federal Government did recognize it and tailored a program. You indicated at some point these reach a state of nurture and strength and vitality that they could maybe then stand on their own. Now, would you be able to tell me, or have you made any determination if there are any of the programs in this categorical changeover which is proposed which, in your opinion, have reached a sufficient degree of maturity to stand on their own and could fight their own battles at the trough along with the other suppliments?

Dr. WILLIAMS. Yes, sir, I can respond to that. I believe these strings have got you strung up just a little bit, too.

Mr. MAZZOLI. Right.

Dr. WILLIAMS. There are two aspects of that. One is to identify what appears to be a weakness in the national system of education as you get feedback about the product of the system, in making thrust to bring that sensitivity to the decision makers in the system. The strings that you attach to it in order to bring that about I would see as a separate item, but let me respond to the first part.

Mr. MAZZOLI. Don't the strings bring the sensitivity, because if you didn't have the strings you wouldn't then develop the local sensitivity to the program, would you.

Dr. WILLIAMS. Well, the strings——

Mr. MAZZOLI. What comes first, the chicken or the egg.

Dr. WILLIAMS. I'm not opposed to it, if I can come to that part. I think that the migrant education program is another example to respond to the first part, that as a Nation we have been local attendance area, school district, county, and State-oriented, and a migrant traveling through simply was not a matter of concern to the decision makers about the educational program, and it was only through the migrant education effort that we stopped to realize, guess, these kids are just as important as those who don't change households.

Mr. MAZZOLI. Isn't that a rather deadening commentary on local education or local people and their own degree of sensitivity? Or would it be that these programs developed at the Federal level because enough people talked to Bill Ford when he went back home or with Chairman Perkins or other people, saying we have a need here, and we aren't taking care of it, and we'd like you guys to develop a program.

Did the genesis occur locally, or did it, in fact, germinate in Washington?

Dr. WILLIAMS. Really, that's a much broader question than just deals with the migrant, because I imagine the migrant grew out of the sensitivity to the minorities as they had been involved in the American system, not just in education, but in the economic distribution as well. So, to pull out just the migrant as a part of a minority group, you could ask the same questions about all of the services.

Mr. MAZZOLI. Oh, I would, I would. I use that certainly as an illustration. Where did they begin, locally or in Washington for vocational or you name it?

Dr. WILLIAMS. The sensitivity, to answer specifically to the migrants, came out of the concern for the Mexican-American, the black, the migrant, and it was at that point that we began to look at all of the people who had not been served by the American system, and this was just one of the groups that surfaced. So you could ask the same question about any other minority.

Mr. MAZZOLI. The reason I'm getting at this, doctor, is what concerns me is while there is a feeling that I have that to some extent what I have heard over a period of years that local government, as well as local school districts and local school administrators, are really in the best position to spend the money because they are really in the best position to discern the needs. Yet, to some extent we hear today, and we have heard for several weeks from the Chairman's hearings, that maybe this isn't true after all. Maybe, in fact, we would neglect future needs if we had simply a pot of money which is allocable to us on some basis or other, and we tell you to use it for educational needs.

Now has education come to the point where it can, in fact, in a sensitive way, determine what are the needs and what are the priorities, or are we going to eternally have to set the national priorities in education and apply them to the local level? Apparently your colleague says yes.

Dr. WILLIAMS. He's just anxious.

Dr. PEARCE. Are we free to disagree?

Dr. WILLIAMS. Let me disagree first, then. You really have two things in that question.

No. 1, you have a system of education that's designed to prepare the next generation of youngsters for life in the society. In our system at least those decisions are left to a local board representing the local people, and you're asking if those people can discern all of the needs of all of the people, and I would say as long as we continue to leave education in the hands of the local people, in the democracy, there will always be certain types of special problems that will simply not surface until it becomes big enough to be brought to somebody's attention as a matter of major concern.

At the same time, I don't think that you can have a body of people in Washington who would be the agency to find those, because this is the way the totalitarian system operates, so I'm really saying it won't ever work perfectly, that the local people, if they had enough money, would find all the needs of all of the people and develop programs to alleviate all of those needs.

Mr. MAZZOLI. Well, now, understand, just as you said to us earlier that the measuring stick ought not to be perfection, but simply progress, then I assure you that I'm not looking for the millennium and saying that every existing human need in educational matters is going to be satisfied by us or by you, by anybody. No, I'm simply saying do you believe at this point in time, 8 years, 7 years later, after ESEA, that local district school superintendents are in a positon to know better what their responsibilities are, and to satisfy them, and to withstand the political pressures against satisfying them?

Dr. WILLIAMS. I would say that for most of the services that youngsters and citizens should be provided, the local people will be sensitive to and be able to identify priorities, but within a changing society as we have it today, you pick up pieces from Michigan, California, South Carolina, Georgia, and come to a national picture that's not being attacked in any local area and will, in my opinion, need for a long time to come, somebody to monitor the whole system in an effort at identifying the patterns that aren't being attended to.

Mr. MAZZOLI. Is it in essence a correct statement, Doctor, to say that you don't really want to worry with the problems of trying to set your own priorities because it's too much trouble, too political, you get involved with too many special interest groups, and you have to fight off the attack of other supplicants.

Is it better or is it more congenial to your role as an educator or to your thinking as an educator and your ability to organize a district not to have these worries?

Dr. WILLIAMS. No, sir. I think if I have given you that impression, you've missed appreciably what I have tried to say.

Mr. MAZZOLI. Well, perhaps I'm not thinking correctly but again you fellows use those $3 words and I sometimes can't follow.

Dr. WILLIAMS. What I was really saying, that within the system itself, most of the needs of the people can be identified and priorities established at the local and State level, and will be, but I think there will always exist certain deficiencies within the system, whether it's transportation, lawmaking or education, that you have a picture of from a national level, that one won't have from an individual district level or a State level, and I went on to say that when you see that picture from the national level and move to alleviate it, the only way you can assure that it would be alleviated would be to earmark a program, channel it to do it, but that doesn't mean put it in with everything else, and it really doesn't mean that we aren't, and I hope I can clarify that. The local or State aren't willing to set priorities.

What I am saying is that if at the national level you identify a problem that needs to be attacked, that you're going to get a more concentrated attack by setting it as a priority for your input.

Mr. MAZZOLI. Well, I have always heard the old saying that you can't see the forest for the trees, and I think that's probably true. If we stare at a tree long enough we aren't going to see the forest it grows in. I can fully understand that. I don't know, I guess somewhere along the line I developed a feeling that the best thing that the Congress or that any legislative body could do to educators, the beleaguered educational community, was to cut all these infernal strings, eliminate all the redtape, give you *x* amount of money based on some fair equitable formula and let you do with it what you will.

I had that drummed into me for year, then all of a sudden on maybe the eve of this transitional point of turning it in, then I hear that maybe that this isn't right after all. I confess to be somewhat bewildered by your testimony here.

Dr. **Pearce.** We may not be in disagreement. I was going to be specific to the ESEA programs. I think they originated at the national level, through the Congress recognition of national problems, and I think the effectiveness of these programs, such effectivenss as we have had, has been determined by the direction that we have received from the Federal level.

Now, I don't always agree with that directive, because I think that there have been too many of them, and in many instances they have confused us, and that they have been poorly timed so that we couldn't get them implemented. But I think for these categorical programs, they did originate at the congressional level, and that the strength of our operation of these programs has been, is, and will probably continue to be contingent upon directions from the Federal level. I just put it in very blunt terms.

Dr. **Williams.** Mr. Mazzoli, let me give a specific example if I can. We had, when title I was first initiated, and I think you'd have to place it in the context of under-funded programs of education over a State, title I as a national priority was quite clear. It was to plan programs designed and compensatory for culturally disadvantaged youngsters. We went through a long process of the local school superintendent who is faced with a realistic problem that the boiler in *x* school needs replacing and it costs $50,000, and we are faced with the responsibility of saying that's not the intent of title I, that's a local problem and you will have to replace it because we're not going to approve a boiler.

What I said earlier, and I think maybe my point wasn't clear, that if it is the intent of the U. S. Congress to give general aid and buy boilers and make whatever input to these other programs, then that's a commitment you would make and it would be administered, but I went on to say if you choose to attack critical problems, not all of the problems, but critical problems, then I'm saying that the guidelines are necessary to insure that whatever you set out to do is achieved, but I would also add that we don't need any unnecessary strings attached to it, but enough to insure that if you're going to plan compensatory programs, you don't buy boilers.

Mr. **Mazzoli.** That also assumes one more thing, Doctor, and that is that we know what is critically needed. I'm not always convinced that we do. You know, once the critical need is to be satisfied, it can only be done by categorical programing, earmarking, channeling, and, I agree, 100 percent. It avoids having to worry about the conflict between a boiler and something in the pure educational teaching line. But the question I always reach—I always come grinding to a halt—is what is the really important program, what is the critical need, who established it? Your colleague says that this came from Washington. I wonder. I wasn't there when Bill was, when the bill was enacted.

I don't know what were all the conditions precedent to that, but I would assume that it just didn't come as an idea full blown from some Member of Congress or a service. It may have really originated in your districts and in all the districts of the country, when words and phrases were laid upon their representative, when they visited them and they came back to Washington where they got together. Nonetheless, I appreciate your help.

The gentleman from Michigan.

Mr. FORD. My recollection is that, in 1965 when we were in this same committee under Carl Perkins holding the initial hearings on the Elementary and Secondary Education Act, we heard from school administrators. On the specific example of title II, we heard from everybody from the president of M.I.T. to a lady whom Mr. Perkins brought in who made a great impression on the committee. She was teaching in a one-room schoolhouse sompeplace in eastern Kentucky. She testified right behind the president of M.I.T. and philosophically, although they had different ways of identifying it, they had grasped the magic of what whoever gave President Johnson the initiative for this had in mind.

Title II people tropped in from all over the country and said, we don't have up-to-date textbooks, we don't have adequate library resources, and high schools. Never mind elementary schools, and we aren't likely to have them unless you send us some money and tell us we can't spend it for any other purpose, because when the school board meets with its limited resources it's like we are, it has to set these priorities and the priority of paying salaries, and building buildings, and repairing buildings, and paying fire insurance, and buying gas for the buses and all these other things come in first and so they put off buying textbooks another year and another year.

No one will certainly assert that there hasn't been a tremendous difference made in that particular area.

You mentioned the migrant program. I'd like to believe I had something to do with migrants being included in 1966. My own experience as a member of the Michigan State Senate back in 1963 was that with the help of the president of the Senate, who was the Senate Republican majority, an orthodox conservative, but who shared my concern for the fact that in Michigan, which is supposed to be in terms of its treatment of working people an enlightened State, we did not treat an American-born migrant with the same dignity and protection that we treated a foreign migrant. If he was a green garter from Mexico, we had a treatise from Mexico and the bracero program that said, for example, there are certain minimum standards of safety when you haul this person. You can't put him on a flatbed truck without sides on it and just let him fall off as you barrel down the road. In Michigan at least, migrants are not all from ethnic minorities, a very substantial number of people drop off in Michigan and just mix in and become invisible. If he was a native-born American, there was no law to protect him.

We were slaughtered when we tried to do this at the State level because there were other things that required more attention, and we might have increased some costs to our farmers and so on. In 1966 we deliberately said that, at least in this field of education, as we had in the poverty program, we are going to recognize that the availability of the migrant work force is a valuable natural resource. Agriculture in Michigan cannot survive as we know it now with marketable crops if we don't have 50,000 migrants who come to our State every year to pick them.

So we said something has to be done to encourage these people to continue the very admirable thing that they do. The one thing they do that distinguishes them is that they'll travel from one end of the country looking for an honest day's work. While everybody is concentrating on trying to solve the problem of the person who stops someplace and then goes on welfare and all the other programs that are available to him, very little attention was given in the States to the temporary citizen who was there for a couple of weeks in search of work and who left because he was going someplace else in search of work.

Even President Nixon, with his work ethnic got to be a strong supporter of the migrants. There is no question in my mind that if the Education and Labor Committee had not written the migrants in and frozen them in the way we did, that there would still be few, if any, States in this country devoting anything but lip service to educating migrant children. I say that on the basis of my own experience in my own State, and I haven't found anybody in either political party or at any political position who disagrees with the proposition that it's just not reasonable to expect, with all the other tremendous pressures we have on State and local resources, that we could provide this service. So there isn't any question that it was the intent of at least some of us to bring about a sort of compulsion—if you want some money it is here, but if you take the money, it's going to have to be used for specific purposes, and so to that extent we have been legislating national goals.

I think the migrant problem is a very good illustration of the kinds of things that we can't expect to be recognized on a local basis. It's just not reasonable. One of the problems we have had with people who would substitute general aid for the categorical programs while we are still dealing with very limited amounts of money is that you can take this same analogy through every one of the titles.

> While we would like to have general aid, if you are only going to give us this amount of money you better give it to us in title I because I won't be able to spend it on the kids who need it the worst in my city unless you make me do it. Otherwise my school board will not be able to serve its constituency and go along.

The danger that we face at the moment that Chairman Perkins has worked so hard to bring to the attention of the country is that, while it's nice to talk about what it might be if we had a third of the money coming from the Federal Government, so long as we are dealing with this very limited little pot that we are able to squeeze every year out of the Congress, any tampering with the general categorical approach is going to destroy these national goals. In fact, you have illustrated here with the second illustration that the Federal guidelines that compelled you to use this money in a compensatory way may have moved you closer to the day when you have the kind of kindergarten you were describing here for all the children in South Carolina.

Do you now have free public kindergarten throughout the State?

Dr. WILLIAMS. Let me react first that I think you supported admirably and eloquently the position I was taking earlier about if you intend to achieve a purpose at the national level, you are going to have to identify it as you did earlier. We are on a phasein program of public school kindergartens and have been for the last 3 years introducing about 150 new double session kindergartens a year with a 5-year phasein schedule.

Mr. FORD. To what extent has the use of State and local financial resources been stimulated by the experience you have had with the title I programs? Do people who see a title I child getting this kind of an increase that you describe here in his skills, then respond by demanding the use of State and local resources for the same purpose?

Dr. WILLIAMS. It has accelerated our program to the point that within the next 4 to 5 years we will have a complete State-supported kindergarten system with the moneys coming from title I, should it survive, being diverted to other needs.

Mr. FORD. So then, in fact, what is happening in South Carolina illustrates that the categorical money has identified a potential system that could be advantageous and proven the system to the point where other resources that might not have been used in this decade for that purpose are going to be used, and you could move on to a new problem?

Dr. WILLIAMS. Exactly.

Mr. FORD. In the case of South Carolina, in terms of improved and increased educational support, we are getting not only the product of the expenditures of Federal dollar but the additional support that is stimulated by the Federal dollar?

Dr. WILLIAMS. Yes, sir. It will become a State program within the next few years.

Mr. FORD. Thank you.

Thank you, Mr. Chairman. I'd just like to say I had the privilege of being on programs with your former Governor a few times. He really opened my eyes to the enlightened attitudes of some people in the South, because we have a tendency, north of the Mason-Dixon line because of events of the last 20 years, to believe that all righteousness is on our side and that there is a lack of understanding. He changed my mind some time ago. You have reenforced, both of you gentlemen, for me today that feeling, and I want to tell you that I am going to use some of the quotes from you, Dr. Williams, if you don't mind. I'll try not to let them get into South Carolina, but I think what you had to say earlier about national policies might very well open the eyes of a good many educators in my State, and I'm glad Carl brought us down here and gave us a chance to hear you.

Dr. WILLIAMS. Thank you, sir, and we appreciate the remarks about our former governor, Governor McNair, who sometimes got the point across that while we may talk slow we don't think that way.

Chairman PERKINS. Dr. Williams, it has been a great pleasure to have you with us. You know we tried many years ago to enact the general Federal aid bill in Washington, commencing back in 1949. Every year we came closer to it. The Senate had passed it overwhelmingly. When it came over to the House we encountered religious controversies and integration problems. We finally got it through the House Committee on Education and Labor by a vote of 13 to 12, and then the Committee reversed itself.

For years thereafter we tried and tried, but we were never successful in breaking through until we accepted the categorical approach. It was a long and tedious affair. It's great to see how the program and the categorical approach have become so universally accepted throughout the entire United States.

I am most interested in Mr. Ford's questioning and your responses. Don't you feel that since we have broken ground in this area, we owe an obligation to continue this program and more adequately finance the disadvantaged child before we go in the direction of general aid?

Dr. WILLIAMS. Again, as I indicated in the beginning, if the national leadership should set as its priority just improving the good old system of education, then to put whatever resources you have to let other people make the decisions would be one approach. If you think you have identified some critical problems to this Nation and you want to insure that the people who manage the system of education address themselves to those questions, then some kind of directed use of those funds would be mandatory, and I guess if I had to stand on a statement, if you don't have money to do both——

Chairman PERKINS. [interrupting]. Well, that's the problem. I'd like to go to general aid today, but with the limited resources we have, where should we go first—to the most disadvantaged?

Dr. WILLIAMS. In terms of the problems facing this nation after its long history, I would say yes, sir, that is a priority problem that we must deal with more directly than we have in the past and without funds to deal with all of the educational problems I would certainly say this one has a top priority if this nation is to continue as we want it to, and not have to drag along a segment of our society that deserves a better place in it.

Chairman PERKINS. Now, getting back to the formula, you fared better back in 1965 and 1966 when the count was $2,000. It never did go to $3,000, but you can count more children in South Carolina under the low economic factor of $3,000 than you can under $2,000. At the same time the $3,000 figure is applicable in the State of California. Also counted are children from families above $3,000 receiving AFDC. How much do your AFDC payments extend above $3,000 in South Carolina?

Dr. WILLIAMS. Very little, if any.

Chairman PERKINS. So just about all the children you would count hundreds and hundreds of thousands. Other States would count hundreds of thousands of children above that figure on AFDC.

Now if you got up to a $4,000 low income factor, you would not count any children at all, but California, New York, and other States would count hundreds of thousands of children on AFDC above that low-income factor.

It's going to take some time before we know where we stand in connection with the test scores and before we can evaluate any achievement, so to my way of thinking, the soundest formula that we have is the economic factor. All of the studies up to the present time indicate that there is great correlation between low income and educational disadvantage. With this in mind, at what figure do you feel we should place the count in order to treat your children equitably with the children from other sections of the country? If you leave it at $2,000, you would lose your shirt now because you would not even be permitted to go to one-half of the national average. You may take one-third of your per-pupil expenditure in South Carolina under our proposal, but you cannot do so with the administration's proposal.

I am trying to see if there can be a meeting of the minds between all of the sections of the country on a low income economic factor—whether it is $3,000, $3,500 or $4,000 that is equitable to everyone concerned. This $2,000 formula wasn't bad back in 1965, but the cost of living has gone up 6 or 7 percent every year since that time, and the AFDC payments have gone up in most instances 50 percent since 1965. I would like for you to furnish the committee with a study of South Carolina is going to fare. I'd like to see you accommodate more of these disadvantaged children in South Carolina.

I want to see all sections of the country treated justly and I know Bill Ford feels the same way, all of us do. We've just got a question of shortage of funds, and with this shortage of funds, it's just a snatch-grab situation, even among Members in the Congress, and I think we ought to concentrate and see what's equitable and take a strong stand on what's equitable for your section and for the whole country. I'd like to have your views on that.

Mr. Ford, any further questions?

Mr. FORD. I think what the chairman is working around is the pain that after all these years of working together on this legislation that we have facing the fact that the administration's policy of cutting back on total expenditure for education is forcing us into a position where any adjustment we make, instead or broadening the program to accommodate the additional children that we know need the program, forces us to take something from one person to give it to another. And when we start from the proposition that, we are not now serving anything close to a substantial portion of the people who should be reached by these programs, then we have the very difficult problem of what will maintain the support that is needed in Carl's district kills me in mine, or what will maintain in Al Quie's area may not work in his or mine.

So the formula becomes a very political thing this year, and it's unfortunate, because it is not by design of anyone in the Congress to have it this way. So long as we function under this iron fist that says this is all we are going to spend, I'll veto anything over it, or I won't spend it if you do appropriate it, what he forces us to do is fight with each other for the meager crumbs. So we are going to see, I think, when this legislation is moving through the floor and in the Senate, the very tragic thing of north against south, of rural against urban, center city against suburb, all being exacerbated by a President who said he wanted to bring us together. But if there is one thing that is not going to bring us together it is to have the education communities of this country vying with each other for this meager pile of crumbs that we are passing out, and I would like to believe that it's complete accident and oversight on the part of whoever is going the brain trusting over there, Mr. Chairman.

Chairman Perkins. Well, it's not. I'ts just a matter of the facts of life.

Mr. Ford. It is calculated in my opinion. The course that we are going in is more likely to tear up the fabric of this educational system that you described than anything else that has happened, and all of us are painfully aware that any improvement we try to make can have a terrible result of this kind.

It isn't any one of us who wants to take money from South Carolina to give to our State. We'd like to keep supporting you and get some more. It's a competition that we are thrown into that nobody wants, and this chairman has done an outstanding job of bringing together people from all over the country to try to establish an understanding. I think that people not only here but in my area ought to remember what he has been going through this year in trying to win this fight.

Dr. Williams. Mr. Chairman, we certainly will do that type of study, try to determine the evidence of poverty, the indicators and forward it to your Committee, and on behalf of our state superintendent who was unable to be here, Dr. Cyril Busby, let me thank you and the other members of the Committee for giving us the opportunity to talk with you about this serious endeavor in the field of education.

Chairman Perkins. Well, we appreciate the fact that you have taken time out to come to Kentucky and help us on this occasion. Thank you very much.

The stenographer wants to rest a few moments so we will take a short recess.

[There followed a short recess.]

Chairman Perkins. It is a great pleasure for me to welcome adult educators headed by Dr. George Eyster, the executive director of the Appalachian Adult Education Center, accompanied by Mrs. Ann Hayes education specialist, Appalachian Adult Education Center; the State Director of adult education in South Carolina, Mr. J. K. East; the Coordinator of the Learning Center in Ohio, Mrs. Marietta Cutlip, accompanied by Mrs. Marcella Jordan and Mr. Homer Lee Hall from Prestonburg, Ky.

I authored the original Adult Basic Education Act many years ago, and I have seen great benefits flow from it all over the country. I have seen the fine work of your own laboratory here in Morehead. I now want to call on you, Dr. Eyster, to proceed with the panel in any way you prefer.

Dr. Eyster. Thank you very much, Mr. Chairman.

I would like to ask Mr. Ken East if he would begin the discussion.

Chairman PERKINS. Without objection, Mr. East's prepared statement will be included in the record.

[The statement referred to follows:]

STATEMENT OF JOSEPH KENYON EAST, DIRECTOR OF ADULT EDUCATION, SOUTH CAROLINA STATE DEPARTMENT OF EDUCATION

Mr. Chairman and gentlemen of the subcommittee; I have been most courteously requested by your subcommittee to present my views on the Adult Education Act which is presently contained in Title 3 of Public Law 91–230. I am honored by your invitation and delighted to state my opinions. I have been asked three questions, which were presented to me as follows:

1. Has the present act done any good?
2. Should the present act continue as it is, or should it be changed?
3. What would happen if adult education were placed under a broader area of revenue sharing?

I will address myself to the three questions in the order in which they were asked.

1. *Has the present act done any good?* The word "yes" seems almost inappropriately tame in answer to this question. I would rather answer with statistics, because in our case numerical figures would certainly add emphasis to my answer. Since the Adult Education Act was first implemented in 1966, our programs in South Carolina have touched—and improved—the lives of some 221,000 people. Enrollment in adult education programs in our state during the 1964–65 school year totaled less than 6,000. Enrollment at the end of the 1971–72 school year totaled 96,845.

During the period that the Adult Education Act has been in effect, South Carolina adults who were previously undereducated—and many of whom were functionally illiterate—have managed to record 13.825 eighth grade certificates and 26.984 high school completions. An estimated 3,500 adults have been removed from the South Carolina welfare rolls because of adult education programs since the act was passed. In addition, more than 15,000 South Carolinians have registered to vote after participation in adult education classes.

To show you how effective the act has been, let me quote some figures from the U.S. Census Bureau. Bear in mind, please, that these are 1970 Census figures, and they only reflect the first four years of our operations under the Adult Education Act—but they certainly show the progress our state was able to make with the aid of the federal government.

In 1960, there were 230.789 adults in South Carolina over the age of 25 who were classified as functionally illiterate. This amounted to 20.3 per cent of our entire population. In 1970, however, the Census revealed that only 155,762 adults in the same group were functionally illiterate. This amounts to only 12.1 per cent of our populations. In other words, functional illiteracy decreased by 40 per cent during the decade—and much of this decrese was made possible by adult education programs funded under Title 3.

Now let's talk about high school completions—a statistical figure which educators consider to be tremendously important. In 1960, only 344,939 South Carolinians, age 25 and over, had completed high school. The 1970 Census, however, showed that 485,281 citizens in the same population group had high school completion credentials. This reflects an increase of 24.3 per cent during the decade, and again, many of these high school completions were made possible through programs financed by the Adult Education Act.

Another statistic dear to the hears of educators is the one called "Median Educational Attainment." It reflects the average number of school years completed by the average citizen. In the age group 25 and over, median educational attainment amounted to 8.7 years in 1960. But in 1970, that figure had jumped to 10.5 years. This constitutes an increase of 1.8 years during the decade—and once again, I respectfully submit that adult education programs made possible by Title 3 gave considerable impetus to this increase.

I would also like to point out that adult education programs have improved the family environment for children—particularly for the children of underprivileged blacks during their formative, pre-school years. Children of school-attending parents tend to improve in intellectual capacity and performance as their home life improves through the effects of adult education on the parents. An interesting demonstration of this phenomenon occurred during a project undertaken over the past several years by Dr. L. C. McArthur, Jr., superintendent of schools for District 17 in Sumter County, South Carolina. Dr. McArthur embarked upon a program to improve the academic and social skills of a chosen group of black, underprivileged, pre-school aged children. In the course of his project, he discovered that it was almost impossible to improve the child without improving the *family* as well. Consequently, he utilized adult education for the parents as an essential element in the program. The results were dramatic: Through a concentrated program of family improvement, McArthur discovered that the children in the group, when given standard I.Q. tests, averaged ten points higher than the usual norm for underprivileged black children. And their later performance in the classroom confirmed what the I.Q. tests had indicated. Thus it was that an educational program originally intended for children developed, out of necessity, a corresponding adult educational program which was essential to its success. I contend, therefore, that adult education is not only valuable for its effect on the adult, but for its effect on his children as well. And in his district, Dr. McArthur, one of South Carolina's most respected educators, now places considerable emphasis on the education of parents as a necessary correlary to the education of children.

Armed with this knowledge, we have embarked upon a program of adult basic education in low-cost housing centers throughout our state. We have also initiated "project Outreach"—an effort to take adult education into our rural hinterlands—with classes meeting in small churches and lodge halls in areas where no proximate school buildings exist. None of these projects would have been at all feasable without funds granted to us under Title 3. The State Superintendent of Education, Dr. Cyril B. Busbee, has many times expressed his unbridled enthusiasm for the results that adult education has been achieving in the realm of improving family environment and improved scholastic achievement for the children.

In a number of states, the Adult Education Act has also served to stimulate support for adult education programs at the state level. As a shining example, let me cite my own state of South Carolina. Federal funds for adult education became available in 1964, and we immediately began using them during the 1965-66 school year. It became evident, however, that the funds would be exhausted before the school year was completed—due to our almost unbelievable increase in enrollments. When informed of this fact, the S.C. General Assembly immediately voted an appropriation of \$1.6 million for adult education, and legislative support has been consistently forthcoming in every year since. At present, \$2.27 million in state funds are allocated to adult education programs—and this figure amounts to considerably more than the funds allocated by the federal government.

Numerous state, federal, and local agencies have seen the value of our programs, and we now fund adult education classes in cooperation with many of them. Among these are the Commission for Technical Education, the Department of Corrections, Vocational Rehabilitation, Manpower Development, the Work Incentive Program (WIN), various community action agencies, the S.C. Opportunity School, the Jaycees, the S.C. Literacy Association, the Columbia Urban League, the University of South Carolina, South Carolina State College, various Head Start programs, and programs privately set up in local industries across the state.

If one is to judge a program by the results it achieves, I can only say that South Carolina's adult education program is deserving of the highests plaudits—not because of us, the people who run it, but because of the people who have participated in it to better themselves and to better our state. More than 40 teachers in our public school system became teachers after achieving high school completion credentials through adult education. At present 44 per cent of the adult education students who receive G.E.D. high school completion certificates go on to higher education, and 18 per cent of our high school diploma graduates do the same. Through the Adult Education Act, we have not only improved our state and our people, we have given new hope to the lieves of our undereducated adults by providing them with a second chance for economic and cultural improvement, and a greatly enhanced self-image.

Speaking of economic improvement, we are presently in the process of obtaining complete figures to aid us in determining the monetary impact of adult education programs on our state. If I may cite one program as an example, I think it might give you some idea of what adult education means to South Carolina in terms of money. The program, known as "Project Assist/Action," is financed by our office and operated by the Columbia Urban League. Last year, during one of its 16-week training cycles, "Project Assist/Action" attempted to improve the educational levels of 47 black adults. When they entered their course of study, 24 of these 47 persons were unemployed, and the average income for the group was $73.76 per month. All 47 are now employed, and their average income is $229.03 per month. This may give you some idea of the economic impact of adult education in South Carolina

In short, there is little doubt in my mind about whether or not the Adult Education Act has done any good in our state. It has done an immense amount of good—and my fervent hope is that it will be permitted to continue to do so.

2. *Should the act continue as is, or should it be changed?* In addressing myself to this question, let me first point out that I am extremely pleased with the present act, and with the results that it has achieved. I do think, though, that certain improvements could be made which would make it even more beneficial. As it is now, the act deals only with adult basic education and adult secondary education. But as it is interpreted by the U.S. Office of Education, there are no funds for secondary programs. If the act is to be rewritten, I would suggest the following changes:

(a) Adequate funding should be provided for adult basic education, and a formula should be devised which would allocate such funds to each state, based on the educational needs of the particular state insofar as they relate to the national norms.

(b) Adequate funding should also be provided for adult secondary education, and a similar formula devised to provide for the allocation of monies based on real needs.

(c) Although basic and secondary education should rightfully have absolute top prority, I think the time has come for the Congress to recognize that there is also another realm of adult education which has a correlative, if not equal, importance. I am referring to adult *continuing* education. I belive it's time we recognized that education is a lifelong process, and funding should, if possible, be provided to finance programs for adults who have already completed their basic and secondary work, but who might benefit immensely from classes which would enable them to improve themselves ethically, culturally, aesthetically, nad manually. I will admit, certainly, that if funds are limited, basic and secondary education are of greater importance—but I am most anxious to see lifelong education adopted as a viable concept by the Congress of the United States on behalf of our citizens. I believe that continuing education is a vital area of endeavor, and that it is a genuinely crucial need for members of a democratic society in today's world.

(d) Finally, if the act is to be changed, I would like to see some more specific wording as regards one particular area of activity. I fully realize that the present act places almost no limitations on the types of educational programs which can be provided for adults. But frankly, I would like to see any new law *specifically state* that federal funds may be used for one-to-one, in-home instruction for absolute illiterates. The pure illiterate is almost terrified, in most cases, when he is asked to display his ignorance in a classroom. The only way to reach him is at his home, when he is alone. I would recommend that specific enabling legislation for programs of this type be included in any revision of the act.

3. *What would happen if adult education were placed under a broader area of revenue sharing?* To be honest, I foresee a very unhappy situation if this were to happen. The adult education project is a very young one, chronologically, and it has not yet had time to build support at the state leadership level. Without categorical aid or "protected" funding, I have no doubt that adult education programs will simply die in several states. Three of our states in the Southeast have contributed liberally to adult education, but they are a minority. In most cases, state legislatures allocate only the bare minimum of matching funds for adult education programs, and I belive this reflects the general attitude of state leadership toward adult education. I have a strong

suspicion that if adult education funds were placed under a blanket "general revenue sharing" program—even if that program were limited only to educational activities—a great percentage of the funds that should go to adult education might well be used for other purposes.

In conclusion. I would like to make this statement:

If there is one piece of educational legislation in the United States that is of the utmost importance, it is categorical aid for adult education. The program, as you know, has *immediate* results, and *immediate* impact on the people it serves—not to mention its immediate effects on the national economy. People—our citizens—are a *national* resource, and they deserve to be dealt with on the national, rather than the state level. Adult education's job of work is the development of one of our most valuable national resources—and adult education needs the support of the national government, rather than the dubious support which it might receive from a good many state governments.

Finally, on the philosophical level, I submit to you that adult education is important to the continued success of the American Democratic Experiment. Its final aim is simply to prove that all men *are* created equal, and that the inalienable rights *to know* and *to be able* cannot be denied to an American citizen simply because of parental ignorance, adolescent misjudgment, or administrative misunderstanding.

Thank you.

STATEMENT OF J. K. EAST, DIRECTOR OF ADULT EDUCATION, SOUTH CAROLINA STATE DEPARTMENT OF EDUCATION

Mr. EAST. Thank you, Dr. Eyster, and Mr. Chairman.

It is certainly a pleasure to be here with you and I, first of all, too, want to express appreciation to you and other members of this subcommittee for the contribution you have made. I happen to have been on the other end of the line since the beginning of this program that you initiated, and I can testify to the validity of it and to the effect of it down at the grass root level, and so I am very happy to have the opportunity to do this today and to tell you, first of all, that it is going to be a favorable report, because as I listened to title I, and as you attempt to do specific jobs in specific areas of education, I couldn't help but think how adult education is furnishing an umbrella and a support for everything you are attempting to do.

You know, the parents of the disadvantaged children are the disadvantaged parents we are teaching, and there is a high correlation between the thing that takes place with the parents, on the one hand, and what the children are able to comprehend, on the other. And so it is a real pleasure to address myself to two or three questions along this line, and I will do so by just answering about three questions; what good has the Act done, what changes, if any, should be made in it, and then what would happen to it if we were to move into the realm of revenue sharing.

Now in the first place, I will have to speak for South Carolina and say that it is pretty typical of the 17 Southwestern states when I say that more than half of our small population, more than 200,000 of our adults' lives have been touched by this Act since 1965. Prior to this Act we had less than 6,000 people enrolled in adult education in South Carolina, and from the little brag sheet that I gave you a while ago (indicating) you can see that last year we had 96,000 adults enrolled in some type of adult education in South Carolina. So we are touching the lives of many people in our State, as you are here in Kentucky and other Southern States.

I think perhaps the hardest look we could take at it would be to look at the number of completions that we have had, that is, how many people completed eighth grade. Now you can talk about people you enroll for 2 weeks or 1 week or 6 weeks, but how many people stayed with it long enough to complete the eighth grade, and that's about 14,000 people in our State alone, and the number who have completed high school under this program is 27,000 high school completions since 1966 when we started our program. So this is really the hard look.

Now there are many things that happened to many people that didn't complete and haven't completed yet, but this will give you an indication that there is a program that really is effective in terms of enabling people to accomplish something under this Act.

Perhaps the easiest way to show you would be to turn to about middle ways of this (indicating) little booklet and just take a look at the census figures. We are willing to stand along with North Carolina or anyone else in terms of what has happened, and although we would not be so naive as to take all the credit for what happened between 1960 and 1970 for adult education, we will claim our share of what took place, because functional illiteracy in South Carolina was reduced by 40 percent in that 10 years, and this was by far the greatest percentage of any decade in the history of our state. High school completions were up 24.3 percent in our state, and this was by far greater than any other 10-year-period. Then to take a real hard look at it, the median educational attainment was up 1.8 years, almost 2 years of schooling we gained in that 10-year period. So this alone makes us know that something happened, and we like to feel that adult education had a little hand.

Chairman PERKINS. You have been folded into this special revenue-sharing category. How do you feel about that, with all your good accomplishments?

Mr. EAST. Well, Mr. Chairman, I would say that perhaps three States out of the eight States for the present administration might suffer no ill, because they are putting more money in adult education than the Federal Government is.

Chairman PERKINS. Correct.

Mr. EAST. But the other five States there would be a tremendous question mark. I have no idea how it would fare. First of all, the State directors in my place would have to develop an expertise in working with the governors and getting their programs sold, where it has been a categorical aid up until this time, and he has been able to devote his energy to educational endeavors, he would have to be a good politician if he got any.

Chairman PERKINS. The question is, but for the categorical program, would the States ever have done it?

Mr. EAST. They simply would not have done it.

Chairman PERKINS. And, on top of that, the categorical program has served as an incentive for all the States to move ahead and adopt this program and, in many cases, expand it. Am I correct?

Mr. EAST. No doubt about that.

Chairman PERKINS. And you have so much more of the adult population yet to serve, do you not?

Mr. **East**. Right.

Chairman **Perkins**. And how would you fare if the funds that you are presently receiving were to be left up to the various State departments of the country to distribute?

Mr. **East**. We have no real way of knowing that, except we know the people who are there in the present administration and we know they are favorable to adult education, but down the road 2 or 3 years or 4 years from now there is no telling what would happen. We like it like it is, if you want me to tell you the truth.

Chairman **Perkins**. Will the legislators more than likely go for programs with more political clout like school lunch and so forth?

Mr. **East**. There would be a real danger there.

Chairman **Perkins**. It is your view then, that you would get left by the wayside, just like the guidance and counseling. Would all of you agree with that, Dr. Eyster?

Dr. **Eyster**. Yes, unequivocally.

Chairman **Perkins**. Are there any other comments around the table on that part of it?

Go ahead. Excuse me. I heartily believe, without objection, the accomplishments of this will be inserted in the record.

[The document referred to has been placed in the Subcommittee's file.]

Chairman **Perkins**. You have a great program in South Carolina. In fact, the adult basic education, as the old saying goes, has been worth more than its weight in gold all over the United States. The results obtained with the meager expenditure of funds have been tremendous. We have used your adult basic education mostly in all of the manpower programs and in all of the vocational schools for the disadvantaged.

Mr. **East**. Yes, sir, we are in all of them.

Chairman **Perkins**. Go ahead. Don't let me interrupt you.

Mr. **East**. You interrupt anywhere, Mr. Chairman.

Chairman **Perkins**. I thought we might shorten the discussion of accomplishments some because I think all of the committee knows of this very well.

Mr. **East**. I am sure they do, and I'll not bore you with it. I think the effect that it has had on the homes of this country needs to be mentioned, and I could document it. I wish I had time to take the time to tell the whole story.

We have some superintendents in South Carolina who have made a real study of the disadvantaged youth, particularly preschool youth, and they are coming up with adult education as the answer. They have found out that they can increase the I.Q. of these disadvantaged youngsters by at least 10 points. Now, this is documented by people who know what they are doing, and it has been done because home environments have been changed, and so forth, and we could go on, and it is something you know, too.

Chairman **Perkins**. We listened to the evidence in Washington year in and year out before we enacted these programs, and we extended the programs because we felt that we were getting results. The question today happens to be whether, we should take these worthy programs which are doing so much good throughout the Nation and fold them all together at the State level, leaving the expenditure of the funds up to the State superintendent. That is the real question.

Mr. EAST. I don't think we are ready for it. I don't say that years down the road we might become ready, but I don't think we are ready now, sir.

Chairman PERKINS. Well, I agree wholeheartedly with you; we aren't ready at this stage of the game. Looking ahead, if we were to do that, we'd destroy the incentive in Congress to appropriate, and we would freeze practically everything at the present appropriation level. The way inflation is today, these programs will gradually disappear one by one.

Mr. EAST. Yes, sir.

I might say one thing that has happened as a result of the act in our State, and that is State support. We had not been in operation with the Federal money, and this is all we had to start with, and in 6 months we used that money. We generated a program that consumed the Federal money, and the State legislature voted $1,600,000 that first year, and they have been contributing more.

Chairman PERKINS. All right. But for the categorical money coming in from the Federal level, do you feel that you would have gotten that money from the State level?

Mr. EAST. The Board of Education told me when I went with this program in 1965, the most we could hope for you to get, when I asked them if they would support it, yes, we'll support it, and they were putting in $65,000 a year then. I asked to what extent, and they said they thought they could get $100,000. We would support a $100,000 for adult education and I said, "Gentlemen, I am not interested." But because of this Federal money that we had, we were able to get $1,600,000 in 3 months time from that statement from the chairman of the State Board of Education and he supported it. It wasn't that he was for it, he just didn't think politically that it would be there, but it was there, and the incentive came from this Federal money we had. If we hadn't had that to show what could be done, we would never have gotten it.

Chairman PERKINS. Well, go ahead.

Mr. EAST. I think another thing that is quite a revolution that is taking place in this country, and this is not in our State alone, more State agencies, organizations and institutions are working together in our State than ever before as a result of this money, of having a little money to help support programs, in your manpower training programs, in the technical education center. We have a program in every tech center in the State, every vocational rehabilitation center. In the Department of Corrections we graduate 100 a year in the Department of Corrections, and have had a program there for 5 or 6 years.

The manpower development, the community action programs, the opportunity schools, the South Carolina Literacy Association has 1,000 people enrolled in it. They are doing the teaching, but they are coordinating with us in doing it.

The Columbia Urban League has a program that we pay for and they administer. Then we have two programs of professional development.

Chairman PERKINS. I know that you have many good programs.

Mr. EAST. In terms of our people, 40 are teaching school, got their degrees and finished our program when we first started 6 years ago. 44 percent of the people who get their GED under our program go on to higher education; 18 percent of those who get their diploma, regular high school diploma in adult education, go on to higher education, and that's not to mention the contribution that they make when they go on to work and get better jobs. In one instance we made note recently of a program that we had, and the average monthly income of the undereducated people that we had at the beginning was $79 a month, and at the conclusion of 16 weeks of training, the average income was $229 a month for this group of undereducated people. So it is making a difference in the lives of people.

Now let me say one word about the present act, which has served well. I like anything that is general and not too specific, however, we have come to the place that we have provision for basic and high school education in an act, and we only have money for basic.

Chairman PERKINS. That is true.

Mr. EAST. I'd like personally to see us with an act that would let the money go where the need is. Let's have an act that provides a formula for basic education, so that wherever the basic education need in this country exists: that it could be funded, and then the same act provides for funds for high school education on the basis of the high school education need. Now, this is a change that to me makes sense.

Chairman PERKINS. I accept your viewpoint, and I think that we can make those modifications.

Mr. EAST. That sounds real good. Of course I'm for continuing education if we have the funds. I would like to see some continuing education. That's the third thing that I would be interested in. I belive I have expressed myself on revenue sharing, and I will not take any more of your time, sir.

Chairman PERKINS. Go ahead, Dr. Eyster.

Dr. EYSTER. We'd like to ask for testimony from Mrs. Cutlip next.

Chairman PERKINS. Without objection, Mrs. Cutlip's prepared statement will be inserted in the record.

[The statement referred to follows:]

STATEMENT OF MARIETTA CUTLIP, LEARNING CENTER TEACHERS AIDE, PIKETON, OHIO

I am Marietta Cutlip. My role in Adult Basic Education is a teacher's aide in the Learning Center at Piketon, Ohio. This is my fourth year working with Adult Basic Education. I am familiar with the local area and am familiar with the types of people that I serve. In the four years that I have been employed in ABE, I have seen many students successfully achieve their goals. Student's goals are many and varied. A great number of them seek their GED Certificate and maybe additional education or training. Some are hoping to improve themselves educationally so that they can gain employment (maybe get off welfare). I have a number of women in the program whose expressed goal is to help their children with homework. Many of these women say their children are learning and getting better grades as a result of their help.

Our philosophy is to try to help people help themselves. Some of the goals that we have as a part of our program are: changing attitudes, improving lifestyles, helping students become productive members of society, getting students involved in community affairs, and others. We believe that our efforts have been very successful over the past few years in involving persons who, for lack of education, have had difficulty in improving themselves and getting ahead.

Each year, just the number gaining employment and going off welfare more than offsets the cost of our local program. When you stop to think that, if most of these people continue to be employed (which most of them have), the gains far outway any monies that are spent on the program.

I would like to give a few examples of the success of some of the students who have attended our center. I would like to refer to the students by their initials. I will call this student J.L. Her goal was to gain the GED Certificate so that she might enroll in LPN training. She had only completed the sixth grade while in school. She had married and had five children. Her husband was disabled and they were on partial welfare. J.L. had a lot to gain in order to complete her work for the GED Certificate. She was faithful in completing the work that was assigned to her. After some time, she passed the GED test in February, 1972. She was accepted through Employment Services for training as an LPN. She will graduate soon. She recently contacted the Learning Center and invited us to her graduation exercises. As an LPN, she will be able to gain employment either in our local hospital or in one of the local rest homes.

Another student, I will call J.B. J.B. is a man in his thirties. He had dropped out of school in the 9th grade and had been underemployed for a few years. He was married with two children. He was suddenly stricken with a heart attack. Because of his heart problem, he was unable to gain employment. He was referred to the Bureau of Vocational Rehabilitation (BVR). They, in turn, referred him to our program so that he might be educationally upgraded in order to enter some skill training (technical) program. J.B. was an extremely bright student and in a very short period of time, we had him ready for his high school equivalency examination. He passed it with flying colors. Because J.B. was outstanding in math, we urged BVR to send him on to a technical program for computer programming. At the present time, J.B. is completing his studies in computer programming. During the last two years, J.B. has worked as a part-time aide in our program. He has been very helpful in assisting other people in upgrading themselves. Recently, J.B. was employed by a company in our area as a programmer. He is presently continuing his studies and working part-time for this company, installing and setting up an accounting program. It is estimated that when J.B. completes his training and has a year or so of experience that he will be in the five figure income bracket. This, in itself, will add greatly to the returns from our program.

These are only a couple of the many success stories that we have had in the Scioto Valley Program. Unless you could see it, it is hard to imagine how many of these person's attitudes have changed concerning themselves, their children, their families, employment, and education. It is only through working with them, I guess, could you really observe the changes that have taken place.

In the first year that I worked, 1969–1970, our program employed four home instruction aides through the Morehead Project and operated seven small Adult Education Centers. At that time, we served over 400 students in the surrounding area. This year, we have three home instruction aides and four centers under our program. We are now serving approximately 350 students. In two rather depressed areas, we have local people almost demanding that we open centers because they have very long distances to travel to reach an ABE center. Our home instruction aides, at the present time, can accept no more students. Other problems in rural areas hamper attendance in adult ed programs. Our lack of child care, transportation, or certain family problems are but a few reasons that people have difficulty in coming to class.

Certainly, we could benefit by more home instruction persons in our program and more day time adult education centers. I believe that Adult Basic Education is one of the ways that we might truly help the underemployed and the undereducated improve their station in life. I believe that we should continue ABE for the benefit of these people and our country. Our learning centers and home instruction aides are one sure way of reaching them.

In my area, we work as a team. The home instruction aides send me people who *can* get into the center; and, if I have a student who is compelled to withdraw because of pregnancy, family problems, or other problems, I contact the home instruction aide who often can continue services to the student by leaving materials with these students and picking them up so that I might check the student's progress. I believe that if Adult Basic Education is to continue, we must receive our money through Federal grants, that are specifically for basic education. Recently, there has been talk about revenue sharing—in which case, the money would be turned over to the states to spend as they feel it should be. Unfortunately, Adult Basic Education is not very high on the list of many of the people at the state level. I belive that certainly we would suffer and possibly no money would be distributed for Adult Basic Education; not only in our state, but in many others.

I would propose no radical changes in Adult Basic Education at the Federal level except that possibly funds might be increased to provide for additional persons and programs, and that the program be extended up through the high school level. At the present time, we are providing program through the GED level, with materials purchased with other funds.

I know that this *IS* one sure way of reaching the low-income unemployed in America. To me, this is one of the keys to upgrading our society. Certainly, the program should be continued, especially in the rural areas where little opportunity is available to persons without some Federal help.

STATEMENT OF MARIETTA CUTLIP, LEARNING CENTER TEACHERS AIDE, PIKETON, OHIO

Mrs. CUTLIP. I have worked in the learning center the past 4 years, and the achievements of these people have been great. Many of these people when they enroll, state the fact that they want to achieve the GED certificate, which many of them do, because our program extends through to the GED level, which is funded by funds other than adult basic education. But many of these people will never gain a GED certificate, and yet you would almost have to meet these people at the time of enrollment and possibly meet these people later to see the gains that are made.

Their lifestyles change, many things about them. They, for the first time, will get into community organizations; for the first time they are able to work with their children which they have never been able to do before and, as I said, you have to see some of this. It can't be measured in the way we measure education, and while I have worked in the program I feel that we have been successful in Ohio. I would like to say that our philosophy is to try to help them help themselves, and this is exactly what we do.

I would like to give a couple of examples of students I have had the opportunity of working with. One of these students was referred to adult basic education by the Bureau of Vocational Rehabilitation. The student had had a heart attack and he was not able to gain employment, so we worked with him and we found that he excelled in mathematics. We worked with him, we sent him to take the GED, he did pass the test. We then contacted the Bureau of Vocational Rehabilitation, and they sent him to a technical training program in computer processing. In the meantime, we employed this person as a home instruction aide, and he was of great benefit to us. He helped us in the program. Not too long ago he was contacted by this large company in Pike County and they ask him to set up an accounting program, which he is now doing. I am sure that in time to come this man will be earning possibly a five-number, income figure.

Another student enrolled in the program, she was married, she had five children, a disabled husband, and she stated, "All my life my goal has been to become an LPN." She had gone through sixth grade. She was a very low-level, she was an adult basic education student. We worked with her, sent her to take the GED test, and she did pass it. She enrolled in LPN training and she contacted us approximately 3 weeks ago and invited us to come to her graduation exercises.

So this is just a few of the achievements that I have seen in the program. I work with home instruction aides that work out in the homes, and we work as a team. If I have a student that is compelled to withdraw for some reason, pregnancy, illness, a family dispute, I don't lose this person because I will contact a home instruction aide and she will, meanwhile, pick up the student, work with the student until the student can come back into the lab to me. They always recruit for me. Anyone that can get into the lab they send, so we do work as a team and we do feel that we are very successful.

The first year that I worked, 1969–70, we had seven labs, or seven centers, and four aides, and we served approximately 400 people. This year we have four centers and three aides, and we are serving approximately 350 people now. So I feel the program is very worthwhile. I feel that these people need help, they need to be helped, they need to have a station in life that I feel only adult basic education can achieve, and I feel to upgrade our society as we should be doing that we must be able to reach these people and help them, and as I said, I feel we have been very successful in our program.

Chairman PERKINS. That is a great accomplishment. You are doing a great service to the community, and I think your laboratory has well proved itself. I am glad we have some Members here to hear more about your Morehead Laboratory.

Dr. Eyster.

Dr. EYSTER. I'd like to introduce Marcella Jordan, who is a home-visiting adult basic education teacher in Pikeston, Ohio.

Chairman PERKINS. Without objection, Mrs. Jordan's prepared statement will be included in the record.

[The statement referred to follows:]

STATEMENT OF MARCELLA JORDAN, HOME INSTRUCTIONAL AIDE, SOUTH WEBSTER, OHIO

My name is Marcella Jordan. I work as a Home Instruction Aide in the Bloom Local School's Adult Education Program in rural Scioto County, Ohio. After almost six years of experience in the ABE Program, first as a student then as a home instruction aide, I am a firm believer in the program. Thanks to ABE, I completed my own high school education, have taken some college courses, found employment and am better able to help my children with their education. During my four years as an ABE aide, I have worked in the classroom, in homes and as an early childhood education aide. I have seen the effect the program has had on the people involved. Many have obtained employment or better jobs, home conditions have improved, entire families were motivated toward learning, some have left the welfare roles and become self-sufficient.

For example.

Two of our students, who are brothers and were previously on welfare, started in our program in 1967. When they entered, one had started working for Goodwill Industries at Portsmouth, Ohio. His reason for coming to ABE was to improve his mathematics and English so that he could do better on his present job and have a better chance for advancement. As our program progressed through the year, so did his confidence and enthusiasm. A few months after he finished his first year of ABE, he was made a foreman on his job. As time went on and he gained more knowledge and confidence in himself, he talked more and more of starting his own upholstery business. He eventually left Goodwill Industries and is now operating his own upholstery business. He now employs his brother full time. He and his brother are doing well financially and are still participating in our program. They are usually too busy to devote much time to their studies; but, they still do as much as they can. Their wives also participate in the program. There are twelve children in these two families. These children, too, have shown a noticeable interest in learning. One child was failing mathematics and has now reached a "B" level with the help of her mother.

This is a concrete example of where ABE has definitely helped both these men, their families, and our community.

These are the things that can be seen. There are many worthwhile things happening that we are unable to measure; such as, one's self-image, family attitudes, and attitudes toward education, job, and community. These things are just as important we can measure in terms of dollars and cents.

We have a worthwhile program; but, it should be expanded to included GED. Without further assistance, most of these people would be unable to go beyond the basic level. There is a need for additional aid to help these people achieve their high school equivalency. Most employers require a high school diploma or its equivalent. Although the results of the ABE program are effective and far reaching, they can not always be readily seen or evaluated. The Federal Government should continue to allot the money to assure the continuation of Adult Basic Education. If this program were phased down or eliminated, it would mean the end as far as education goes for practically all ABE students. These people desperately need this kind of help. Our Federal Government should fulfill it's responsibility to them.

BLOOM LOCAL SCHOOL, ADULT EDUCATION PROGRAM 1972–73

What is Adult Basic Education?

Adult Basic Education as referred to in the next few pages is a Federal program authorized by the State Department of Education to be conducted by the local school system for the purpose of offering to any interested person 16 years old or older an opportunity to achieve a Basic education (learning to read, write and work basic math).

What is the ABE goal?

The goal of the ABE program is—Teach the basic 3 R's to the ABE student and help him progress on toward his ultimate goal.

How do you go about achieving this goal?

When a student enters our program we find what his ability level is in the areas of Reading, Math and Language. We then start with him on this level and aid him in moving along at his own speed toward reaching his potential in these areas.

What about High School?

At this time we are offering no High School courses. However, if a person wishes to prepare himself for taking the High School Equivalence test, we have the materials and our aide will assist him in preparation for this test.

What is the High School Equivalence Test?

The High School Equivalence Test is a General Educational Development (GED) Test. This test measures your reading interpretation skills and ability to properly use materials in the areas of English, Literature, Social Studies, Natural Sciences and Mathematics.

If a person taking this test meets the state standard, he will receive a Certificate from the State showing he has the Equivalent of a High School Education. Most companies and colleges will recognize this certificate as a substitute for a High School diploma.

How long has Bloom Local School been offering Adult Basic Education?

We began our Adult education in the fall of 1967 and feel we have had successful programs in the past. However during the past two years, our number of ABE students decreased and our attendance dropped off. But during this time, we also found that many people were interested in classes; but for some reason or other could not get to night classes. So this year we decided to take the studies to the people by using a home Instructor.

What size Program do you have?

Our current program consist of one full-time aide working a 40-hour week serving over 30 students and driving about 50 miles a day in the process.

What are some of the duties of ABE Aides?

Our ABE Aides' duties are as follows:

1. Contacting and recruiting prospective students.
2. Evaluating and placing students in appropriate materials and making weekly contacts with each student thereafter.
3. Upgrading student materials as student progresses through the program.
4. Maintaining records on each student as to time expended on each subject.
5. Preparing Pre and Post Profile sheets showing students' progress for the year.
6. Keeping inventories of all ABE Materials.
7. Maintaining a log on ABE Aide time and miles expended each day.
8. Assisting the ABE Coordinator in preparation of information for State Reports.

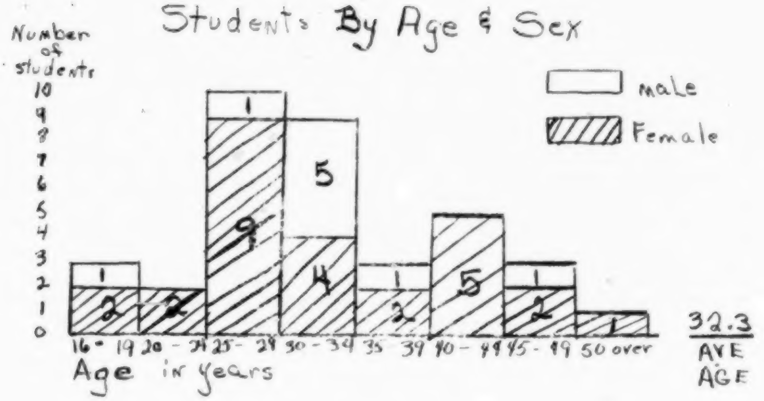
Who participates in your program?

All kinds of people participate in our program. We have both male and female students ranging in age from 17 to 53. They are performing anywhere from second to eleventh grade level in the various subjects and live anywhere from ¼ to 20 miles from the aides' home.

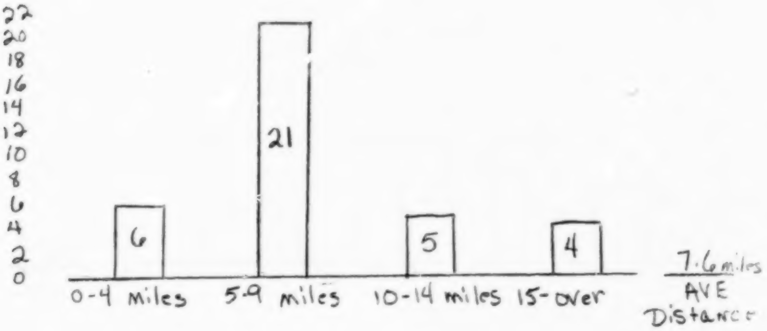
The following charts will give a more detailed description of our student body.

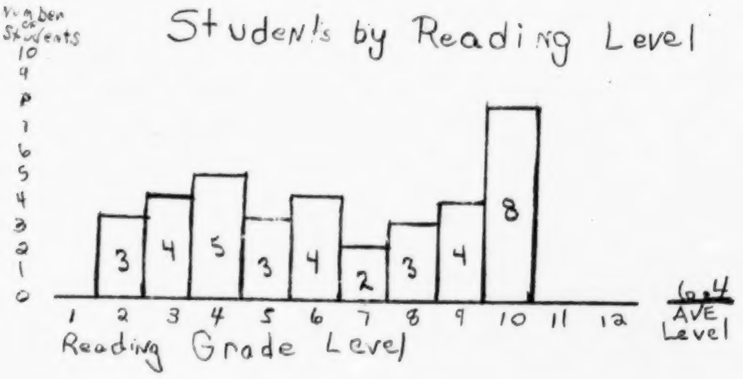
1943

Students By Age & Sex



Students by Distance from Aides Home




Number of Students
Students by Reading Level
10
9
8
7
6
5
4
3
2
1
0
3
4
5
3
4
2
3
4
8
1
2
3
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5
6
7
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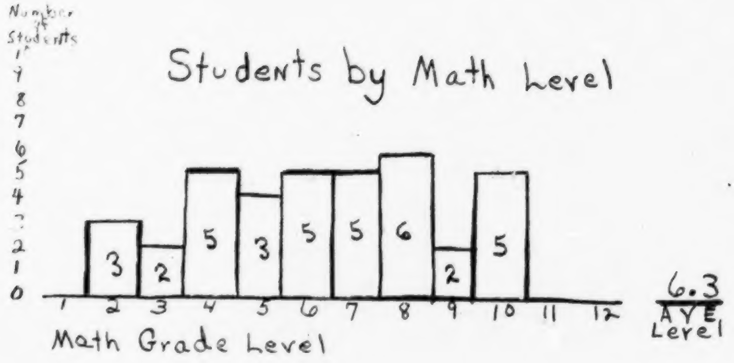
9
10
11
12
6.4
AVE Level
Reading Grade Level


Number of Students
Students by Math Level
10
9
8
7
6
5
4
3
2
1
0
3
2
5
3
5
5
6
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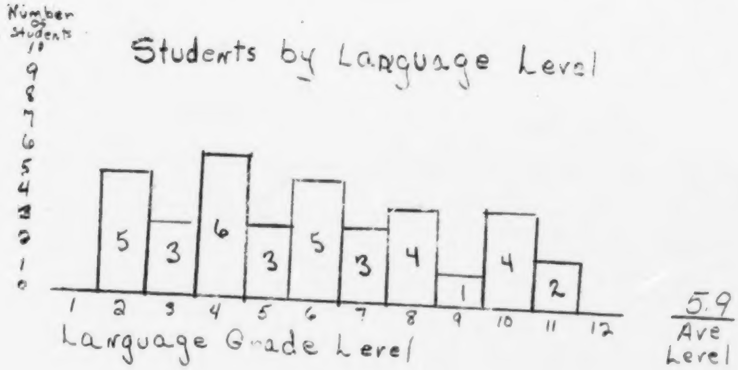
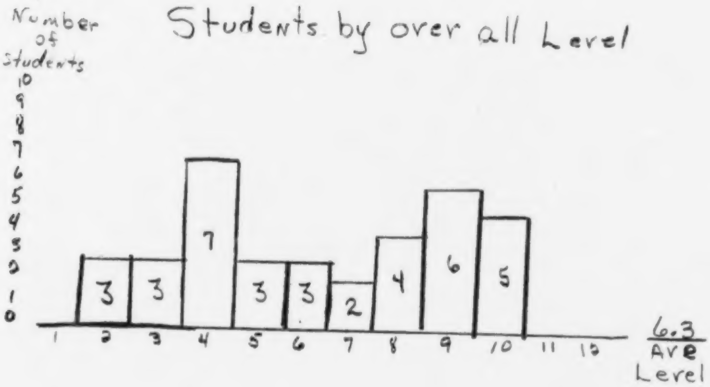
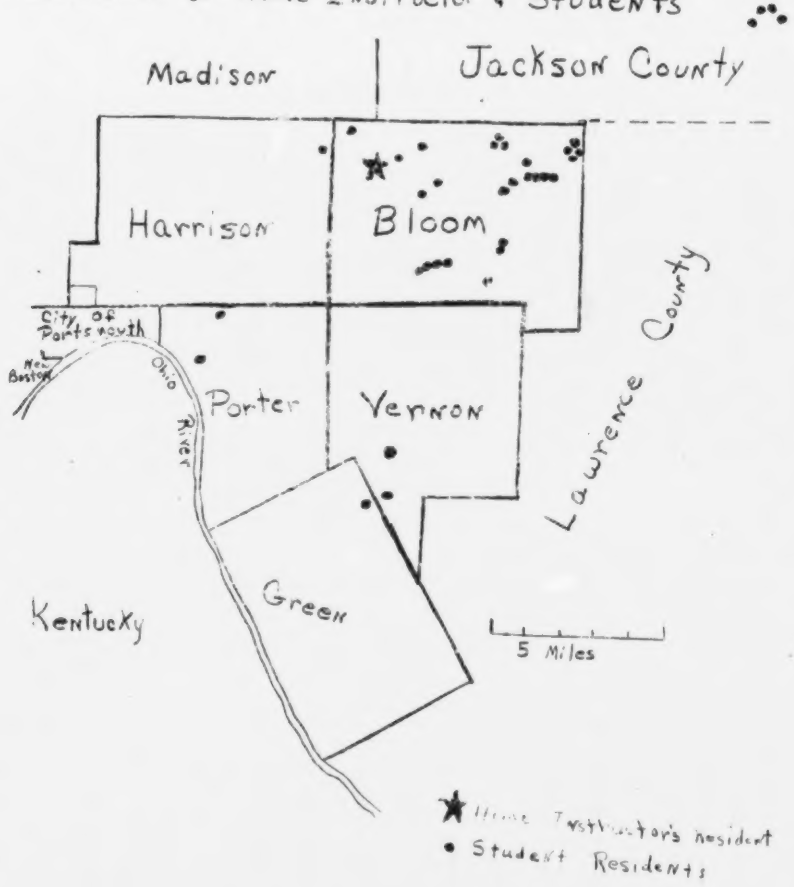
8
9
10
11
12
6.3
AVE Level
Math Grade Level


Number of Students
10
9
8
7
6
5
4
3
2
1
0
Students by Language Level
5
3
6
3
5
3
4
1
4
2
1
2
3
4
5
6
7
8
9
10
11
12
Language Grade Level
5.9
Ave Level


Number of Students
10
9
8
7
6
5
4
3
2
1
0
Students by over all Level
3
3
7
3
3
2
4
6
5
1
2
3
4
5
6
7
8
9
10
11
12
6.3
Ave Level

1946

Location of Home Instructor & Students


Madison
Jackson County
Harrison
Bloom
City of Portsmouth
New Boston
Ohio River
Porter
Vernon
Lawrence County
Green
Kentucky
5 Miles
★ Home Instructor's resident
● Student Residents

Cost per student for fiscal year 1973 ABE

Teacher salary	$25
Aide salary	91
Aide travel	17
Supplies	2
Other	13
Total	148

STATEMENT OF MARCELLA JORDAN, HOME INSTRUCTIONAL AIDE, SOUTH WEBSTER, OHIO

Mrs. JORDAN. Let me clarify that just a bit. I am a home instructional aide working under a resource teacher in my local area, which is rural southern Ohio, in Scioto County where I was born and raised. As a home instructional aide I take the material into the homes and evaluate where these people should start. We then leave materials for them to work on so they can achieve their expressed goals.

I started in the program as an ABE student, and for the past 4 years I have been working as an ABE aide. I have worked in the classroom, in the homes, and in early childhood education. I have seen the effects that ABE has had on these people. Many have obtained jobs, or better employment and home conditions have improved. These are the things I have really noticed in our area. People care, their feelings change, and the entire family is studying together as a team; children watching their parents study, asking for more help, et cetera. Some have left the welfare rolls and become self supporting. Our program this year is costing $148 per student which is well worth the benefits.

For example two of our students who are brothers and were previously on welfare started in our program in 1967. When they entered, one had started working for Goodwill Industries at Portsmouth, Ohio. His reasons for coming to ABE were to improve his mathematics and English, so he could do better on his job. His level was something like fourth or fifth in reading, and English, but a little higher in mathematics.

A short time after he had enrolled in the program, he was made foreman on this job, but he had a desire to start his own business, and after he gained more knowledge and more confidence, he did, and now employs his brother full time. Both men are doing well financially and they are still participating in our program. Their wives are in the program, also, and their children have shown a noticeable interest in learning.

To me this is a concrete example of where ABE has definitely helped these men, their families and our community. I realize there are lots of things that are happening that we are unable to measure, such as family attitudes, attitudes toward jobs, education, and community, and they are just as important as the things that can be measured in terms of dollars and cents.

Our program, I feel, has been successful. It is a worthwhile program, but I would like to see it expanded to include GED. Most of these people would be unable to go beyond a basic level, if it were not for additional assistance. Most employers today require that we have a high school diploma or its equivalent. When I started working in ABE I did not have mine yet, but I did achieve it. One of the things, as a personal example, is the ability to help my own children with their education. Prior to starting back to ABE I had a son old enough to say to me: "Why should you insist that I finish school. You quit when you were younger than I am". I received my GED on Saturday before he graduated on Sunday. This was cause for a celebration.

I would like to see the Federal Government continue to allot money to ABE to ensure its continuation.

Chairman PERKINS. That's a good statement, Mrs. Jordan Go ahead, Dr. Eyster.

Dr. EYSTER. Mr. Homer Lee Hall, who is a regional public librarian in Floyd County, Ky.

Chairman PERKINS. Without objection Mr. Hall's prepared statement will be included in the record.

[The statement referred to follows:]

STATEMENT OF HOMER L. HALL, REGIONAL LIBRARIAN, FLOYD COUNTY, KY.

Did the Adult Education Act do any good? The Adult Basic Education Act has focused on the segment of our society that is considered—the deprived. It has provided the necessary funds to help a deprived or illiterate society, that is referred to as poverty-stricken, in becoming more self-supporting and at the same time instilling self-respect and pride in our citizenry. The impact of this beneficial anti-poverty legislation has been great in Appalachia. The results are evident in all parts of this area.

To abandon Adult Basic Education in Appalachia, at this time, would seem to abandon a bewildered group, in midstream, that had just started in the right direction.

The majority of these people are good solid citizens who have worked hard to achieve a spot in society for themselves and their families. However, they are situated in an area that is economically distressed and adults have had to drop-out of school to provide a living for their families. Adult Basic Ed. is Mecca for some of these individuals who never had the opportunity to get a formal education. As witnessed by a Baptist Minister, in Floyd County, Kentucky, who tells his congregations, almost every Sunday in different parts of Eastern Kentucky, how grateful he is for attending adult education classes—now be can sign his name and read some from the scriptures. He ends his testimony by saying he has had his wife enroll in ABE Classes and he shall insist and demand that his *12* children stay in school.

In July, 1972, a Library-ABE Project was initiated in Appalachia. The above project, as portrayed in Floyd County, Kentucky, developed into one of the more interesting, beneficial, and educational federally-funded programs provided for this area.

The project, which is federally-funded and supplemented by the Kentucky Department of Libraries, has the profound objective of providing materials that will enhance the ABE students' interest and help provide for a well-rounded education, as well as developing the student's desire for continuing his education. This joint educational endeavor succeeded in providing an interested and informed staff and the availability of educational materials to accomodate the above objective. The public response has been very gratifying to-date, and it is anticipated that more rewarding results will occur.

One of the main objectives of the above project is to provide bookmobile library services to all ABE Centers in Floyd County. This entails traveling 399 square miles and much of it rugged terrain and the majority in rural areas. This objective has been accomplished and ABE students, teachers, and project-staff members are gratified with the results. The patrons have been made feel they are a special clientele for having the library-adult education services and not just a part of a deprived society.

To attest to above optimism, in regard to the success of this project to-date, is what may be termed an Adult Basic Education-Library Project Success Story that originates at the Betsy Layne ABE Center, Floyd County, Kentucky. An ABE student, who is a mother and housewife, visited the bookmobile after a mini-interview with one of the project staff members. She was delighted to find information in regard to dealing with the handicapped child. (She has a retarded son with a terminal brain tumor). Because of her developed interest, she is working toward a high school equivalency diploma and plans to seek employment in rehabilitation. Thus, the lives of an entire family unit have been touched and are better for having been involved with the Library-ABE Project.

The library has often been referred to as the "people's university." To the Adult Basic Education Patrons—the bookmobile has become a "storehouse of knowledge on wheels." The traveling library collection includes Fiction, Non-Fiction, Biographies, Special-reading level books and pamphlets on adults and juvenile levels. The different classifications have been supplemented with books and pamphlets selected and purchased on special-interest reading levels. These materials were recommended by educators for ABE students.

Other activities included in the project were: coping skills inventory, mini-interviews of the ABE students by the project staff, home visitations, reaction bookmarks, reader's profiles, and visits to the central library.

Community Agency referral services were provided to the ABE students by project-staff members. Referrals have been made to different agencies with the majority being made to the NYC Dropout Program.

At the present time the Adult Education Program, in Floyd County, Kentucky involves approximately 250 individuals. This means that at least 1,000 persons, and possibly as many as 1,500, are directly or indirectly involved and affected. Most family units in Eastern Kentucky are large. As one member of family is interested, enrolls in ABE Classes or visits the bookmobile, other members of the family get involved. It is not unusual for one adult education student to bring their whole family for a visit to the bookmobile. Typical selections by the family unit are: carpentry books for the gentleman of the house; a best seller for the lady; mysteries for the children; and the request to take a book home to a shut-in.

I feel that if this area is to excel in human resourcefulness—our peoples have to be educated. I, also, am of the conviction that the problem has to be attacked at the grass roots—in the home. Parents with no formal schoolings or a meager amount have to be orientated to the need of acquiring an education. This will not only make life easier for them but will help insure that another generation will not encounter the same difficulties as their parents. The Adult Education Act has done much to help in this problem. The "people's universities"—our libraries—have done much. Our libraries must continue and grow in Appalachia. Our citizenry, regardless of previous training level, must grow educationally.

It is my firm conviction that if Appalachia is to assume its rightful position in society—the top prerequisites are a sound *Adult Basic Education Program* and good *Public Libraries.*

STATEMENT OF HOMER LEE HALL, REGIONAL LIBRARIAN, PRESTONBURG PUBLIC AND FLOYD COUNTY, KY.

Mr. HALL. Thank you, Mr. Eyster.

I became involved in the adult education program about 8 months ago, directly involved. Through the cooperation of the Appalachian Adult Education Center, Mr. Ed Cook with the adult basic education, and Miss Margaret Willis, the State librarian, we started a new project, and in Kentucky we started the project in Prestonsburg. We used funds from the ESEA, Title III, and the Higher Education Act, Title II–B. With these funds we felt that the adult education classes could receive beyond the normal training they have in the classroom, they could receive public library services.

We feel that we have been very fortunate in the last 8 months; we think it has been profitable. The project covers the entire county. They have approximately 268 students enrolled in the ABE classes. Now the public library's role: we use the bookmobile, which was already available; we used some funds that were awarded us from the department of libraries; we used funds from the Higher Education Act, Title II–B, to purchase materials, and we have selected materials that have been recommended to us by adult education specialists. We use those and go to the 11 centers in the county. The bookmobile goes at night and stays at one center for 3 hours. That is the night that the class is in session. It is in operation 4 nights a week. We have had much reward thus far. Many of the people who are using the bookmobile had never used the bookmobile before. Their thoughts were that it was entirely and strictly for schools, for the elementary school or the high schools. I think that we are slowly changing their opinions on that; I am sure we are.

We also invited the entire group to visit the public library, and they came on their own, donated their time, and we has approximately 100 there; 99 percent of the 100 had never been in a public library before, so we know just on that one particular visit it was worthwhile. We did not try to high pressure them, make them feel that why haven't you been here before; we played it on a soft tone, and I know in the last couple of months they have asked when are we returning again, what date, because we had told them we would want them to return in the near future.

In this program we not only use the bookmobile, we have staff members who visit the homes. This is prior to them enrolling in adult education, just visiting homes, reminding them that there are adult education classes available, reminding them that the bookmobile will be in a particular community a particular day, and through those we have people come in, enroll in classes and, of course, we have had new people to use the bookmobile the same way.

We have used many interviews. Once they are in class, we have staff who discuss with them. Have you ever used the library? Why haven't you? When I say, why haven't you, it is not in the tone that they were trying to make them feel inferior, because they had not. But we have gotten many revealing remarks from them, and I think that has helped us in our entire program.

We have a referral service. A number of them ask where could we find this information, and we have, as I say, a referral service which we have referred them to the Neighborhood Youth Corps, to Adult Neighborhood Youth Corps, to the different and various offices in towns, and through that, we know that we are doing a good thing there.

As an example, we have some people that their lives have been touched directly, and I'd like to give you two or three examples.

We have a local minister, a regular Baptist minister, who until he enrolled in adult education classes which was over 2 years ago, could not sign his name and could not read, yet he was a regular Baptist minister. He doesn't mind at all telling his congregation every Sunday how proud he is that he can sign his name and that he will make sure that his 12 children will stay in school. I think that may be one of the underlying successes of adult education, they want their children to obtain education.

Maybe you gentlemen have been involved in this. We have had New York City students that became aware just after the budget was announced, and it appears that the adult New York City program may be discontinued, they came on the bookmobile and said—Do you have any information on how to write your Congressman, because we need desparately to write them.

Mr. Mazzoli. They must have been successful in finding the information.

Mr. Hall. Well, we were; yes, we were, and truthfully this is one time I hope you are bothered.

Mr. Mazzoli. We were happy to be bothered, I might say.

Mr. Hall. But you know, the same night, the same group of boys that were involved. On a sad note, one of the boys said, "Do you have any material on telling me how to work in the mines?" Those of you that have lived in the coal fields, and I am not trying to say anything against the profession at all, we know it is dangerous and we'd rather young people would not enter it, or at least people that are not involved in it, and it is quite sad for a young boy, 19 years old, inquiring for information on how to work in the mines. Unfortunately, really, it was a little difficult. We could find all the safety acts and things such as that, but as far as the actual working in a mine, it was a little difficult, but we did give him some information.

So I think by the use of the adult education classes and using the public library, we have made a great improvement in the last 8 months, and I think it will continue. But I believe in Appalachia before we can ever be really successful, this adult education must be sound, must be funded in a way in which you're not low man on the totem pole, and the same way with public libraries, they also must be funded and must not be low man on the totem pole.

Chairman Perkins. Go ahead, Mr. Eyster. Without objection your prepared statement will be included in the record.

[The statement referred to follows:]

Statement of George W. Eyster, executive director, Appalachian Education Center, Morehead State University

Mr. Chairman and members of the subcommittee, I am the Executive Director of the Appalachian Adult Education Center here at Morehead State University. My name is George W. Eyster. This is Mrs. Ann Hayes, Evaluation Specialist in the Center. The Appalachian Adult Education Center was initiated under the ESEA, Title III, Section 309 b and c for demonstration and training in adult education. I shall refer to the Appalachian Adult Education Center as the AAEC. The AAEC is one of many special demonstration projects funded under the Adult Education Act since 1966. The AAEC has been funded since 1967, making it the oldest of the adult education demonstration projects. Under the guardianship of Morehead State University, the AAEC has grown into a regional educational laboratory devoted to the improvement of education particularly of rural disadvantaged adults, which was recognized in 1972 by UNESCO as one of the 10 outstanding literacy projects in the world. It should be noted that while 60 percent of our U.S. population dwell in urban areas, one-half of the undereducated poor live in rural areas. A recent NEA study shows that half the adult over 25 years of age in Kentucky, for example, never even started high school.

During the operation of 38 demonstration projects in the thirteen Appalachian states, three national teacher trainer institutes for parts of DHEW

Regions II, III, IV, V, and VI, and national technical assistance across the country, the staff of the AAEC has learned much about the impact of the Adult Education Act. Although the appropriations for the Act have equaled less than one dollar for each potential adult student ($51 million for 54 million adults eighteen years or older with less than a high school education), a vital national program has been developed which has grown from the instant traditionalism of the application of methods of childhood education to adults to a budding sophistication that recognizes the dignity and responsibility of adulthood and the nature of the adult learner.

It seems to the AAEC that the problems that have arisen in the implementation of the Act are problems: not in the legislation, but in the guidelines, regulations, and management; not in the authorization level, but in the appropriations level. With such limited funding and limiting regulations, one tendency has been for the Act to educate those easy to reach and easy to teach.

To serve all of the differentiated groups requires different kinds of adult education.

The AAEC believes it has identified a useful method which helps in recognizing these differences, defining four divisions among the 54 million potential adult students, looking at human need, means of delivery of adult education, length of time in the program, and therefore costliness per adult learner. These groups cut across ethnic lines.

The first group has been quite well served by the Adult Education Act. They are those with less than a high school education who are economically and personally secure but want the closure of a high school diploma and beyond. They have demanded satisfaction of their educational needs and a rather large portion of the national program has altered to meet those demands. These adults students are easy to recruit through the media and probably could be taught through TV and radio, can be taught in classes, and show rapid achievement, but they are the lowest on an index of need in the AAEC's view.

Group two are those who have felt some pain from undereducation either economically or personally such as underemployment or being unable to help their children. They are our star performers—they make our programs look good. They are quite easy to recruit, show rapid achievement, and dramatic changes in employment. But on a need index, they are the second lowest group.

The third group has only been employed sporadically, and is severely underprivileged, but they still believe there is some return on education. The AAEC Georgia and Alabama projects have shown that they can be recruited only on a one-to-one, door-to-door basis and must be taught through individually prescribed instruction because they have so far to go to mastery or high school completion that they must see some speed in progress or they will drop out of the program in discouragement. Adult learning centers rather than classrooms seem necessary for this group.

The AAEC refers to the fourth group as the stationary poor rather than the hard-core. The people in this group are completely fatalistic. They do not believe that any efforts on their part will make a difference. This group is generally unemployed and cannot be employed. They simply struggle to exist. Services must be taken to this group whether the services are in health, education, food, care of the aged, early childhood, or any other area. Visiting paraprofessional teachers from the community with adequate professional back-up seem to work well in extending education to this group of adult learners. It has been the AAEC's observation that for some reason upwardly mobile poor and stationary poor can exist in the same family.

ABE evaluation methods often defeat the purpose of the legislation by making a program look bad that has students for a long time even if those adults had a long way to go to mastery. The AAEC has demonstrated in its Ohio project that second and third generation welfare recipients with no belief in themselves can go from nonreader through high school equivalency in four years and then benefit from training and become employed. However, the definition of ABE had to include more than basic reading and writing to make this kind of impact—it had to include training to at least the tenth grade functioning level and instruction in life coping skills. Research shows that most job getting and keeping requires a tenth grade level.

What kinds of impact come from adult basic education at either the eighth grade or high school levels? The AAEC finds;

(1) Impact on second generation or the children of ABE students

Most school dropouts are the children of functionally illiterate parents. A Brownsville, Texas, study and the AAEC West Virginia study showed gains in schools achievement for 80 percent of the children whose parents enrolled in ABE.

(2) People permanently off welfare

The Washington, D.C. Project GO and the AAEC West Virginia ABE Long-Range Follow-up Study show that ABE does give adults economic self sufficiency.

A net return to the economy of $430,000 annually was realized from the 85 ABE students in the follow-up study.

(3) Living wages replacing no wage or poverty level income

The Naval Ordinance Station in Louisville, Kentucky, reports ABE has raised the potential salaries of employees originally reading at between the third and sixth grade level from $3.32 an hour to $4.75 an hour.

(4) Therefore the growth of a tax base

Students' taxes in the West Virginia study paid for all of their ABE in the first two years after graduation.

(5) New belief on the part of adults that they can affect their environment

Attitudes and coping skills improved by 79% in ABE classes and learning centers and by 72% among the stationary poor in home study in the AAEC Ohio project.

(6) Enhancement of quality of life

Quality of life is hard to measure, but AAEC ABE clients report greater life satisfaction for themselves and their families.

(7) Change in consumer habits which prevents physical deprivation and harassment by bill collectors

Consumer habits have been shown to be particularly important in the health of the aging, lowering Medicare payments.

(8) Speed in growth in basic skills

TABLE 1.—AAEC OHIO MODULE—ACHIEVEMENT GAINS IN MONTHS FOR 100 HOURS OF INSTRUCTION

	Class	Learning centers	Homebound
Reading	8	19	24
Arithmetic	9	17	20

(9) An ability for people to benefit from job training who had previously failed at job training because of low academic and coping skills

The Naval Ordinance Station in Louisville is one group reporting that without ABE their employees would have been unable to benefit from job training because they could neither read nor compute the materials.

(10) A growth of information-seeking behavior

The AAEC Higher Education Title II b demonstration projects have shown that a combination of ABE and specialized public library services does encourage an information-seeking habit in people who previously relied completely on friends and neighbors for information and ignored print and nonrecreational mass media.

RECOMMENDATIONS

Based upon research and practice the AAEC recommends:

(1) That the Adult Education Act be continued through H.R. 69, Section 112.

(2) Full funding of the Act because differentiation of adult education services costs more. Generally the most needy cannot be adequately served with present funding.

(3) Broader regulations and guidelines which encourage differentiation of services to groups such as the stationary poor and rural areas, and to encourage fulltime professional commitments to adult basic education.

(4) That the National Advisory Council for Adult Education be continued to act as an advocate for broader regulations and guidelines.

(5) That the definition of functional literacy, or adult basic education be extended to recognize as mastery 10th grade functioning level.

(6) That special demonstration projects and regional staff development projects be continued to allow for knowledge, growth, and application in a very new and needed profession.

STATEMENT OF GEORGE W. EYSTER, EXECUTIVE DIRECTOR, APPALACHIAN ADULT EDUCATION CENTER, MOREHEAD STATE UNIVERSITY, ACCOMPANIED BY ANN P. HAYES, EVALUATION SPECIALIST, APPALACHIAN ADULT EDUCATION CENTER

Mr. EYSTER. We would like to vary our presentation, with your permission, Mr. Chairman and members of the subcommittee, and use some adult education techniques. We would like to use the overheads in the back of the room, and we will run through this as quickly as we can.

My name is George Eyster, and I want you to meet my associate, Mrs. Ann P. Hayes, who is the Evaluation Specialist in the Appalachian Adult Education Center. I am executive director of that center. We have been in operation since 1967 under the auspices of the Adult Education Act of 1966, and are one of the special demonstration projects funded by that Act.

Mrs. HAYES. We work in the 13 States that have Appalachian counties from southern New York to northern Mississippi.

Mr. EYSTER. Our effort initially was described in the following manner by Vice-President Morris Norfleet here at Morehead State University. Our project title is "A Demonstration and Developmental Research Project for Programs, Materials, Facilities, and Educational Technology for Under-educated Adults."

One credential that we might be able to offer you is the fact that Morehead State University has been awarded a Mohammad Reza Pahlavi Prize by UNESCO for meritorious work in world literacy. This was one of 10 such prizes awarded to competitors from 193 nations.

The AAEC project has been involved in the 38 different experimental projects across the Appalachian region. We have a base upon which we can draw for what we are going to be suggesting to you.

Mrs. HAYES. We work in DHEW Regions II, III, IV, V and VI. As a result of our work we have been able to get a feeling for the impact of the adult Education Act and some of its difficulties.

Mr. EYSTER. We find that there are over 54 million adults in the United States 18 years of age and older with less than a twelfth grade education.

Mrs. HAYES. However, our funding level has been $51 million, less than a dollar a person for each potential adult client.

Mr. EYSTER. We want to recognize the efforts of this Committee in relation to the current act, which runs out in June, and suggest that your continued efforts, Congressman Perkins, are very, very important. We find that in existing legislation the problems are not related to the legislation itself. The Adult Education Act of 1966 was a beautiful piece of work with great flexibility.

Mrs. Hayes. We have had a problem with guidelines, regulations and management, which have been inflexible and have not allowed differentiation of instruction for different kinds of people.

Mr. Eyster. We also find that the problem is not related to the authorization of funds for your legislation.

Mrs. Hayes. But there have been problems with appropriation levels. Some people cost more to educate, in our experience, than others and the neediest—and therefore most expensive to educate—are not served well when there are limited funds.

Mr. Eyster. Subsequently, with such limited funds and limited regulations, there has been a tendency on the part of our existing adult education program to teach those people who are easy to reach and easy to teach.

The AAEC believes that we have developed a useful method for talking about the people whom we are trying to serve. We have divided these 54 million people into four groups. We can look at them in terms of their differences in human needs, differences in adult education delivery systems, the differences in the amount of time that it takes for people to achieve from one point to another and, subsequently, the difference in the costliness of programs.

The first group that we want to talk about are those whom we call the upwardly mobile. They are pretty secure, economically and personally. They have good jobs, they are personally comfortable, they recognize the value of education, and they want and they demand education. They flock into our programs. They are easy to recruit and can be taught in classes. Incidentally, all groups in our difinition cut across ethnic lines.

A second group are those who have suffered some kind of pain from undereducation, are occasionally economically deprived or personally deprived, and often underemployed. They are our star performers. They make our programs look good; they are easy to recruit; their achievement is rapid, they don't have so far to go to mastery, and there are dramatic changes in employment in a short time. This adult, in our second group, is willing, but he needs some help. He is second lowest on a need index.

Mrs. Hayes. Our third group is severely deprived. If the second group is underemployed, this group is only sporadically employed. They have a long way to go to mastery, and we like to believe, as Mr. Williams apparently doesn't believe, that you can look at mastery rather than looking at progress. It doesn't do a man much good to be reading at the second grade level instead of the first grade level. We have to look toward the day when is is really able to read and operate in the marketplace.

But this group, the third group, still believes that there is some return from education. To reach them we find in our Alabama and our Georgia projects that we must go to them door to door; we must knock on the door to recruit them. We also must offer them individually prescribed instruction, because they have so far to go to mastery, that unless they can see progress, they will be discouraged and drop out. So they can't be taught in classes; they must be taught in learning centers, and they will be longer in the program because they have further to go.

The fourth group is what we call the stationary poor. Some people call them the hard core, but we feel stationary poor is more descriptive. They are fatalistic. They don't believe any effort on their part is going to make any difference at all. It does not make any difference whether we are offering health services, education, food, we must take the service to them, at least initially, and that, of course, is what Mrs. Jordan is doing. She is one on the visiting teachers that works with this group. We use visiting teachers who have been successful students who have a resource teacher to back them up.

Mr. **Eyster**. To further clarify that point, this is a time line and a money line. If you have a nonreader who is economically deprived starting at level 1, he might be one of our group III or IV we have previously described. It is going to take him a lot longer to go to mastery or to a GED or to a living wage. It is going to take him much more time and it is going to take a lot more resources to get him there.

Our groups I and II starting somewhere close to their GED can move far more rapidly. Their payoff is greater, and they are easier to work with.

Mrs. **Hayes**. Obviously we are urging some differentiation in costs instead of an average daily attendance figure or man-hours. We are saying some people are cheaper to educate to the same quality level than other people.

We looked, for example, at the learning center and the home study. The people in our home study are the stationary poor. They tend to be third generation welfare. We know cases of people who have lost children from starvation. We are talking about real deprivation. It is cheaper to serve them in the home, despite the transportation and the one-to-one, because of their speed of achievement. We will talk about that more later. It costs almost twice as much a person, for the simple reason they have further to go and they don't learn as fast. However, we are going from nonreader through high school equivalency in about 4 years, where there is not profound retardation.

Mr. **Quie**. I didn't see the numbers on the bottom of that chart.

Mrs. **Hayes**. In this particular study, it was a $1.43 an hour in home study, and a $1.50 an hour in Learning Center. It was $106 per person for the person in the Learning Center and $191, almost double, for home study, but we are talking about people that we had to give all kinds of other human support to, in addition to learning.

Mr. **Eyster**. The home study are those people who cannot or will not come into our centers, and they are much further down in their achievement levels, and it is far more expensive to treat them.

What kinds of impact——

Mrs. **Hayes**. Just let me say one more thing. After listening to you talk about title I this morning, we should say that our definition of adult education, to be able to make that kind of impact, was more than reading and math. We have had to talk about academic skills to at least a 10.5-grade level, and there's all kinds of research now that shows that to be flexible in the marketplace in this country. You are going to have to have at least 10th grade level—which is also about the level you can pass the GED pretty easily. Some people can pass it with lower skills than that. But we also have to talk about what we call copying skills. Instruction in some of the things that I think were being discussed this morning when they were talking about cultural differences. You know, we talk about advocacy, aging, children, community consumer, relating to others, relocation skills, how do you move comfortably, if you haven't got a job, in one place without ending up at the bottom of the heap, taxes, transportation, education, family, health, houses, insurance and jobs. These are the areas that we try to look at and, of course, it is different for different people.

Mr. **Eyster.** We know that you are interested in the kinds of impact that come from adult basic education, and the impact of your efforts as legislators. We find the following kinds of things are most important in order to provide us with sound evidence of impact.

Impact on second generation or on the children of adult basic education students. Most school dropouts are children of functionally and educationally disadvantaged parents. The Brownsville, Tex., study and a study conducted by the AAEC, determined very clearly that the achievement for about 80 percent of the youngsters whose parents were involved in adult basic education improved.

Mrs. **Hayes.** Another kind of impact which has been cited today is that people are permanently off welfare. We did a 3-year followup study for people who had been in ABE. We started with them as they started ABE and followed them 3 years past graduation. Out of 85 people 5 are now on welfare—in West Virginia, a State that doesn't have the highest employment rate in the world.

Mr. **Eyster.** Our clients, after being involved in our adult education program, are earning living wages and they are no longer at poverty level income.

A Naval Ordnance study in Louisville, Ky., reports that ABE has raised potential salaries from $3.23 an hour to $4.75 an hour over a very short period of time of employees originally reading at the third through the sixth grade level.

Mrs. **Hayes.** This, of course, raises the tax base. In the West Virginia followup study we found that the taxes from the 85 men paid the cost of their adult basic education within 2 years out of ABE. We also found that those same 85 men had a net return to the economy of $430,000 annually after adult basic education.

Mr. **Eyster.** The students believe that they can, indeed, affect their lives and change their environments, and most of them, when they come to us at a functional illiteracy level, just haven't that kind of a feeling about themselves. They are, indeed, fatalistic. We find that almost without exception there is a great change in their ability to cope with their problems and their daily lives.

Mrs. **Hayes.** One of the things that troubled me this morning when I was listening to the questioning of the North Carolina people, is that some kinds of things that may be the most important are things we can't measure, and one of them is enhancement of quality of life, and what this does to children. We have done some life satisfaction studies, trying as people come in to get a sense of how they feel about themselves and their kids and their family and their home and their job, and whatever, and then follow them to see how this changes, and it is dramatic. You can see it, but it is very hard to document.

Mr. **EYSTER.** We find that there is a change in consumer habits which prevents physical deprivation; particularly in health, health among the aging, lowering medicare payments. And prevents harassment from bill collectors and problems of that kind.

Mrs. **HAYES.** We see speed in growth in basic skills. This is one study we did. We wanted to see what the difference was when you taught someone in a classroom where everybody did it together, in a learning center, or in home study. We found an average increase for 100 hours of instruction of 8 months gain in reading in the classroom, 19 months in the learning center, and 24 months is home instruction. I will remind you that the latter were the stationary poor, the ones who would not come to us were in home study. We also saw 9, 17, and 20 months gain in arithmetic for the three methods of instruction.

Then we looked at what we call life coping skills, where change in attitude was expressed. We had a 79-percent positive change in the classroom and in the learning center. Home study was slightly lower, 72 percent, but considering the nature of our students, that wasn't very much difference.

Mr. **EYSTER.** But very important, we find an impact upon the ability of people to benefit from job training including those who had previously failed at job training, or even seeking jobs because they weren't able to compete academically. This is related to work skills, and general life coping skills as well as academic skills.

The Naval Ordnance study again, in Louisville, Ky., is one group that reports that without ABE their employees would be unable to benefit from job training, because they could neither read nor write.

Mrs. **HAYES.** Finally we found a growth of information-seeking behavior. You know even when you teach someone to read, they still may be relying on their friends and their neighbors for information which gives them very limited and subjective information. They tend to ignore print and they tend to ignore nonrecreational mass media. We have seen particularly in the studies that we are doing, like the one in Prestonsburg where we are combining public library services (both print and nonprint materials) with adult basic education, that there is a growth in information-seeking habits.

Mr. **EYSTER.** In conclusion, our recommendations, Congressman Perkins, are the following:

The Adult Education Act should be continued under H.R. 69. We believe that it is having a tremendous impact in the United States everywhere we go. It is particularly true in rural America. We believe that there should be full funding of the act; full funding, because we are dealing with a program that requires differentiation in the way we serve the kinds of folks we are trying to reach. We think that we need broader guidelines and regulations. We find that, although the act provides us with the flexibility to serve our adults, there is some constriction among rules and regulations that prohibits serving different kinds of people with different kinds of problems.

We believe that there needs to be a continuation of a National Advisory Council for adult education at the national level, an advocate of what we find our needs to be at the local level.

We also feel that based upon our observation of the existing program and the impact of work of that program that we need to develop a new definition of adult basic education. There is a confusion between ABE and the high school equivalency. We don't believe that there should be a confusion. We think that basic education is mastery, and that that mastery, we feel, must be at least the 10th grade functioning level, high school equivalency, because this is what those who employ our students require and, furthermore, they are required to perform at that level to be able to do either what they have to or want to do.

Mr. QUIE. Would that have an effect of changing programs, then, if you have a new definition? Does that mean that it will require other parts of the country to move to that level?

Mr. EYSTER. No, sir. I feel that it might put a little more pressure on serving of our groups III and IV, if you recall them, because we'll have the flexibility to serve them more appropriately. Currently, you know, our clients themselves demand the high school equivalency. Our existing programs are overloaded with service in that direction at the expense of our more severely deprived and disadvantaged.

Mrs. HAYES. One thing that we discovered in the West Virginia study was if you were among the stationary poor, and you now learned to read and write, you finally got your GED. But you needed a lot more support yet than somebody who was a 9th or 10th grade dropout.

For example, consider that group who were on welfare. If you added their welfare payments and their food stamps and medical care, and then compared it to their wages, although they are off welfare and had taken that option when they had it available to them, really they are making less. They needed support even beyond the GED. A GED is a skill level, not a content level, and to say that somebody has gone from nonreader to eighth grade and is now going to have very much flexibility in the marketplace is not too realistic, as far as we have been able to tell from some of the Army studies and from some of the other studies.

Mr. EYSTER. We are further suggesting that consideration be given to the continuation of special demonstration projects, such as to the Appalachian Adult Education Center, but we are not—that is not in terms of vested interest. We believe that they are, indeed, generating new knowledge for program improvement. We are absolutely convinced of that, and we see it occurring across the United States.

Related to that is that we need to develop a center for resource utilization, that is, we have mechanisms to develop new knowledge about adult learning and how to improve the effectiveness and efficiency of that learning, but we have very few mechanisms through which we can advance that new knowledge across the Nation to all local programs. We feel that that's a desperate need.

Finally, a major recommendation, and I believe, Congressman Quie, I have heard you speak on this very eloquently, is the need for full utilization of all public schools and public education facilities, not to serve just children and youth, but to serve all ages, our adult basic education clients and our aging.

I would like to answer, if I can, a question about the revenue sharing, and as I looked at the sheet passed out among us by the folks from North Carolina, I couldn't help but note the location of adult education in that category V, supportive services. As I look at all of the other services that are in that multiple category and try myself to place a priority on adult education, I would find it very difficult without special assisgnment of funds to jeopardize the school lunch program. I don't know where adult education is going to fall in a categorization, but certainly the evidence to me would appear that we need to move our adult basic education program out of supportive services and get it into the Disadvantaged priority. Because you are working with disadvantaged children, and from whence do they come? Disadvantaged families. What is your critera? Only income. And so it seems to me that if you are going into a revenue sharing pattern, and I shall say a silent prayer, some thought needs to be given to the relocation of adult basic education.

Mrs. HAYES. We do think, though, that the fact that a national adult education program has been mounted in 7 years, complete with training of staff and programs and State level people who did not exist 7 years ago, is quite a feat, given the amount of money that has been available.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. Has there been State money put into this as well?

Mrs. HAYES. In this particular one?

Mr. QUIE. Yes; or is this totally federally funded.

Mrs. HAYES. Yes, federally from the Bureau of Libraries, the Appalachian Regional Commission, and adult education. However, we work in the 13 States and each one of the States has put in more money then we have in each of our demonstration projects, and some of that was State money and some Federal.

Mr. QUIE. They used some of their Federal money, but some State money?

Mrs. HAYES. Yes.

Mr. QUIE. Can you pull out the State money that was cranked in, that didn't go through the Federal treasury?

Mr. EYSTER. This would vary, I think, in each State, the extent to which State moneys are allocated in support of the federally supported adult basic education programs.

Mr. QUIE. I mean in the areas that you serve in those States in the Appalachian area.

Mr. EYSTER. In our projects we have received well over 100-percent support from the State programs.

Mr. QUIE. If you could accumulate that information and give it to me or to us, it would be helpful.

Mr. EYSTER. We have it, sir, and will give it to you.

Dr. DORAN. I think it would be interesting, Congressman, that the demonstration center, Appalachian Demonstration Center is all State money, I mean, Federal money, excuse me. But the modules in the States do have some State money.

Mr. Quie. Those are all the questions I have.

Chairman Perkins. Mr. Ford.

Mr. Ford. Is it a fair indictment of the status of adult basic education at the time of the Federal legislation's passage that in most places where State and local money was being used for adult basic education programs, they were almost exclusively for people like you described in this first group?

Mrs. Hayes. Yes. There was a study done by the National Opinion Research Center called *Volunteers for Learning* that showed that most people were either above that first group or least the higher their education the more apt they were to be in adult education. And most of the adult education that was available was available with a cost. Adults paid for their adult education and there wasn't a great deal of free adult education. People enrolled were those who didn't have severe educational deprivation, for the most part.

Mr. Eyster. Furthermore, there were larger numbers of that particular group, and they flooded into programs offered and virtually demanded the kind of education that they could get.

Mrs. Hayes. As the act became available, you know. If you have a client who is asking for such and such a thing, you are apt to give it to him or he is apt to go away, so there has been some of this program adjustment across the country.

Mr. Ford. I agree with the classifications you have given here in terms of identifying the greatest need, but how much progress have you made in achieving that as a policy in the use of these Federal funds across the country?

Mrs. Hayes. Well, you see, as long as you fund on average daily attendance, and you are trying to stretch that money to go out to an individual in a home, you are not going to make a great deal of progress. We are making some. Ken East, who has left now, has a thousand people enrolled in home study in South Carolina. The State of Maine and certain States have made this part 1 of the delivery system for one group of people that they are trying to serve, but it is only with the greatest—I don't know—adjustment under current regulations that this can be accomplished under some of the State plans.

Mr. Ford. To what extent do we divert the resources to permit someone to escape from functional illiteracy as distinguished from advancing the kind of people who you described in the first group here who want to finish up a few credits so that they can go to college for a year or two, something of that kind?

Mrs. Hayes. The Office of Education, Office of Program Planning and Evaluation is doing a 3-year study now trying to look at that in terms of who is being served. They are in about the second year of a 3-year study. I think today, again remember, we are really new as a program and probably it is fair to say that maybe a third are truly functionally illiterate, I mean, way down at the bottom.

You see, they are very hard to get. They won't come to you, not unless you have recruiters, not unless you have transportation, child care, because they can't, their adult responsibilities preclude it.

Mr. Eyster. Furthermore, we started out in 1966 with instant traditionalism, that is, adapting elementary and secondary education, both classroom instruction, to the treatment of adults, and the program is so young that we didn't have the sophistication which we are developing now to begin to treat and deliver our adult education to their level, our groups III and IV, those who are more difficult to reach. These young ladies are actually on the forefront with their home instruction, taking instruction to those who will not or cannot come in to our classes.

Mrs. HAYES. But you know there is another thing. If you look at the 1970 statistics, 37 percent of the employed men —this isn't to mention all that aren't employed—have less than a high school education, but they account for 66 percent of the men with less than $3,000 annual income. So even if they are one of our group I's or II's, it is going to make a dramatic difference in their employment, in their family. They are just lower on a need index, you know, but education makes a big, big difference. This is not to say it isn't important that they be served, it's just to say that it is hard to serve some others, and we are just getting to the point where we can do it.

Did that answer your question?

Mr. FORD. Yes, thank you.

Chairman PERKINS. I certainly want to compliment this panel. I feel that we can amend the act and follow some of your suggestions. I am mighty proud of your laboratory and of the adult basic education program in general.

Tremendous progress has been made under the Adult Education Act, and it would be a tragedy to fold it in with some other programs.

It has been a great pleasure for me to listen to these suggestions, and I know that we can make use of them in the Congress.

Dr. Eyster, you have done a wonderful job presenting this panel from Ohio and my home county of Floyd. I appreciate the good work you are doing.

I hope the superintendents from my home territory will be patient with me. I know some of you want to get back home, but we have some superintendents from West Virginia that I feel we should hear now. I hope you will bear with me, because we have many witnesses we would like to have the opportunity to hear in this one day.

I am going to make an exception right now and hear Bill Cheek. Not long ago he had a serious heart attack, and I don't think I should hold him around here until he has another one.

Mr. CHEEK. Thank you, sir.

Chairman PERKINS. Tell us how title I is working, how it could be strengthened, how you feel about the new proposals, and what we need to do. If you are getting results, tell us about it. Just go ahead in your own way.

STATEMENT OF WILLIAM CHEEK, SUPERINTENDENT OF SCHOOLS, LAWRENCE COUNTY, KY.

Mr. CHEEK. Mr. Chairman and Congressmen of the committee, I have no prepared statement, I have no list of statistics, but we have an organization in eastern Kentucky of 32 school districts and 32 local superintendents of schools. I happen to have had the honor of being the president of that association last year and year before last, and five or six of them asked me today if I would state that what I had to say today was also, I was speaking for them as well as myself.

Now the subject is education, Federal revenue for education. Abraham Lincoln said a little over 100 years ago that an education was the difference between reckonin' and knowin'. Teddy Roosevelt said that a university was beach log with Mark Hopkins on one end and himself on the other.

Now I don't have much experience in local administration, but I do want to say that I have been a local superintendent of schools longer than any other person who is now serving in that capacity in the Commonwealth of Kentucky. We have an ESEA program in Lawrence County, title I, title II, title III, title V, and the NDEA program, title III and title V, I believe it is. They have rendered a lot of service for our boys and girls. I don't know what we would do without them, and I want to say that we would like to have the ESEA Act extended. We are against revenue sharing, maybe because it's just like we are afraid of dying, because no one has ever come back and told you what it was like. We have also heard that if we had known we were going to be born before we were born, we would be just as afraid of being born as we are of dying. I would appreciate having the Congress, and these other superintendents would appreciate having the Congress extend the ESEA Act of 1965. I think it has been extended once for a 3-year period, is that correct? It was enacted for 5 years, and then extended for 3, I believe. We'd like to have it extended again for as long a period as you can get it extended.

Chairman **Perkins**. Let me ask you a couple of questions.

Mr. **Cheek**. Yes, sir.

Chairman **Perkins**. How many children are you presently serving under title 1 in Lawrence County?

Mr. **Cheek**. Well, we are serving, let's see, 3, 6, we are serving about 1,800.

Chairman **Perkins**. That is about what percent?

Mr. **Cheek**. I mean over the 12-month period.

Chairman **Perkins**. What percentage of your student enrollment does it happen to be?

Mr. **Cheek**. We have 2,800 in the county, and about 1,800, that's well over half, at least, 60, 70 percent.

Chairman **Perkins**. Do you have the same number of students enrolled today that need assistance that you had enrolled back in 1966, the first year the act was in operation?

Mr. **Cheek**. We don't have as many children in the district now as we had then, but we have a higher percentage enrolled.

Chairman **Perkins**. A higher percentage under title I?

Mr. **Cheek**. Yes.

Chairman **Perkins**. If you had your funds cut back about one-third in your county, how would that affect your school system? I am speaking now realistically.

Mr. **Cheek**. Well, that would destroy most of the program that we are now operating.

Chairman **Perkins**. And how are you spending your title I funds?

Mr. **Cheek**. We are spending it on reading and math. We concentrate on preschool, first, second and third grade, and then we have a program that goes through the sixth grade, eighth grade.

Chairman **Perkins**. Well, now, you've been school superintendent of Lawrence County for a long time. Have you been able to personally evaluate the achievements in this county from title I?

Mr. **Cheek**. Yes, sir, we have better—well, it's a little bit like a story that one of my vocational education teachers said one time. I was observing a class and he was talking about raising white potatoes, Irish potatoes, and I said:

> Now the point you are trying to get over to these boys is that you want them to raise two potatoes next year, where they raised one potato last year.
>
> No, he said, that is not exactly it. We want to be sure that they raise one potato next year where they raised one last year, and make it a little larger if they can, and if they could get two potatoes, fine, but the primary reason is to make sure that you raise one potato next year where you have raised one last year, to keep on raising one potato.

Now we found out that these boys and girls who have a little preschool training, they react a lot better and a lot quicker, and they don't make any more progress than the ones who haven't had it, but they, at least, keep up with the ones who haven't had it, and the ones who are economically deprived, it keeps them up to par or taw, or whatever you want to call it over in Washington.

Chairman **Perkins**. Mr. Quie, any questions?

Mr. **Quie**. What has happened to the enrollment in the last decade in your county?

Mr. **Cheek**. We are holding a little better than we did. You mean why has it dropped?

Mr. **Quie**. Yes.

Mr. **Cheek**. We don't have as many children as we did.

Mr. **Quie**. You said it was holding better than it did.

Mr. **Cheek**. I mean the enrollment in school and the attendance of the children that we have, the percentage is holding better than it did. Now the reason we don't have as many children is because they move out of the county. It is not an industrial county.

Mr. **Quie**. That was my question. Now that we found out there aren't as many kids, how many fewer do you have than you had 10 years ago?

Mr. **Cheek**. Oh, 300, 350.

Mr. **Quie**. Out of that 2,800?

Mr. **Cheek**. No, it was 300, 350 more than that 10 years ago. See, we have 2,800 now, and it was 300 more or 350 more, something like that.

Chairman **Perkins**. He says he has as many disadvantaged children now as he had then.

Mr. **Cheek**. When I started we had 6,090, then we had the Second World War come around and they moved out of the county, and they haven't come back. Our school attendance has dropped because we just didn't have the children in the county that we did.

Mr. **Quie**. How about size of family? Is this changing any?

Mr. **Cheek**. When we first started this program there was a lady who came to me and she said, "I'm awful sorry, I can't get my little boy on this preschool program," and I said, "Why can't you?" She said, "Well, Carl makes too much money. He's in construction and he makes $5,000 a year." I asked how many children she had, and she said, "Well, I have so many, and Carl has so many, and we have so many," and I said, "That makes 10. Did you count you and Carl?" She said, "No," and I said, "That makes 12, and that's $600 a year that they exempt you for income tax on that. You are a pauper family and you can send that child to preschool," so she did. No one questioned it. I don't know whether it was legal or not.

Does that answer your question? Twelve in a family.

Mr. QUIE. No, it doesn't, but that's all right.

Mr. CHEEK. Well, they aren't quite as large a family now as they used to be. Since the depression we don't raise as many children.

Chairman PERKINS. Mr. Ford.

Mr. FORD. After watching Al, I don't want to tangle with him.

Chairman PERKINS. What is going to happen if you do not have the same amount of funding next year as you had this year under your title 1 program, Mr. Superintendent? Of course, under revenue sharing you would be cut back $72,000 in Lawrence County, but just assume you were short $10,000 in your county, how would that affect your program next year?

Mr. CHEEK. Well——

Chairman PERKINS. Your title I program.

Mr. CHEEK. We'd just have that much less to spend. We would still give the services, maybe not quite as—we'd have to spread it a little thinner. We'd have a little less concentration in spots.

Chairman PERKINS. How would cutting your funds back, affect the quality of your program and the achievement results?

Mr. CHEEK. Well, let me make a statement before I try to answer that.

There is only one thing wrong with ESEA. There just wasn't enough of it to start with, and it would hurt the program a whole lot to lose any money. We need more than we are getting, but we appreciate what we have been getting.

Does that answer your question, or do you want me to make it a little stronger?

Chairman PERKINS. I would like to know what a substantial cutback in title I would do to you.

Mr. CHEEK. It's possible that we could cut out 4, 6, 7, 8, 9, 10, 11, 12, we'd just cut off—you said ten thousand?

Chairman PERKINS. Yes.

Mr. CHEEK. We'd cut off two classrooms.

Chairman PERKINS. And if you lost $20,000 you'd cut off four classrooms?

Mr. CHEEK. No, we'd cut off—yes, we'd have to cut off four, because it costs a little better than—the teacher costs $7,000, not counting the maintenance and operation of the classroom and the teaching aids, I mean, the materials and equipment that a teacher uses to teach these boys and girls.

Oh, let me take that back. It takes 7, 8, it would take at least 9, between 9 and 10 thousand dollars to operate a classroom for a year, and just take off as much of that as you want to, just multiply it by, say, 9 or 10 thousand. Ten thousand would take off a teacher; 20,000 would take off two, maybe three; 30,000 would take off three or four. That is getting down close, now, to the heart of the program.

Chairman Perkins. Yes. You are presently receiving——

Mr. Cheek. $292,000, isn't it?

Chairman Perkins. You said $265,225 in fiscal 1972. I don't know what you will receive under this continuing resolution for fiscal 1973. You are supposed to receive at least that much, though.

Mr. Cheek. I think we had 292. We were told that we were to get 292, but I was told later that we wouldn't get that much, we'd get maybe 80 percent of it, or something like that, 85 percent.

Chairman Perkins. Thank you very much.

Mr. Ford. What percentage, in round figures, was the budget for your county?

Mr. Cheek. Twelve, thirteen hundred thousand.

Mr. Ford. And what percentage of the cost of elementary and secondary education in your county is paid for out of the State funds and local resources and Federal funds, if you broke it into those three parts?

Mr. Cheek. Well, let me tell you the total budget. The local tax structure pays 13 cents out of the school dollar, and the other 87 cents comes into the county from outside, either State of Federal or franchise, maybe, but the franchise has been cut a bit.

Mr. Ford. Can you give me a breakdown?

Mr. Cheek. You want to know the percentage of Federal money, of ESEA money?

Mr. Ford. Well, of any Federal money that comes directly to you to run your schools.

Mr. Cheek. None of it comes directly to me.

Mr. Ford. I mean to the school system.

Mr. Cheek. It comes to the State department first.

Mr. Ford. You have to get 87 cents from somewhere other than local taxes. How much of that 87 cents is coming from the State of Kentucky, and how much is coming from the Federal government?

Mr. Cheek. Well, we get about $160,000 from local taxation. The sheriff collects about $160,000.

Chairman Perkins. Let's clarify this. You have a 5-cent sales tax in Kentucky you have a high income tax in Kentucky, and the majority of the general revenues in Kentucky go to the various local school districts throughout the State. Do you know what percentage of the Kentucky State property taxes, income taxes and local general revenues are expended for elementary and secondary education?

Mr. Cheek. Not off the top of my head I can't give it to you, but our total budget in Lawrence County, ESEA furnishes something like in the vicinity of 20 percent of all the budget now.

Chairman Perkins. And what percentage of your kids are disadvantaged? You didn't make that real clear.

Mr. Cheek. About 67 percent.

Chairman Perkins. About 67 percent would really qualify if you had the funds, is that correct?

Mr. Cheek. We can qualify anybody in Lawrence County, if it becomes necessary, I mean, legally. If I understand the interpretation correctly, these children economically are educationally deprived.

Chairman PERKINS. Correct.

Mr. CHEEK. If they aren't economically deprived, you have no trouble proving that their education is deprived, because they live in Lawrence County. That disqualifies them to start with, I mean qualifies them.

Mr. QUIE. Mr. Chairman, if you go to my formula, 100 percent will be counted.

Do you have one school district in the county whose boundaries are contiguous with the county?

Mr. CHEEK. Just one.

Mr. QUIE. Has this always been the case?

Mr. CHEEK. No.

Mr. QUIE. Have you consolidated?

Mr. CHEEK. We had an independent district in the county and it was consolidated with the county district about 40 years ago. I came in when we had eight men on that board, I came in as superintendent of schools, was elected superintendent of schools by an eight-man board.

Mr. QUIE. Is the superintendent elected?

Mr. CHEEK. They are still elected by the board members.

Mr. QUIE. But the board is elected?

Mr. CHEEK. The board is elected by the people.

Chairman PERKINS. Thank you very much, Mr. Cheek.

Next, we have the superintendents from West Virginia.

Who wants to proceed first? Shall we take the largest city, Huntington?

Mr. GRIFFIS. Mr. Chairman, members of the committee. I will introduce the other gentlemen with me and myself. I am Robert Griffis, assistant superintendent of instruction for the Cabell County schools.

I have Mr. Bill Fredeking, the title I director from Cabell County, and Mr. Matt Hanna, a general supervisor in the title I program, and I will introduce my colleague from Charleston, Mr. John Santrock, assistant superintendent there.

Mr. QUIE. So there are two school systems involved here.

Is this contiguous with the county?

Mr. GRIFFIS. County, yes.

Mr. QUIE. And you?

Mr. SANTROCK. A county unit system for the entire State, only 55 school systems.

Chairman PERKINS. Has the superintendent of Mingo County been here today?

Mr. GRIFFIS. I have not seen him, no, sir.

STATEMENT OF ROBERT GRIFFIS, ASSISTANT SUPERINTENDENT OF INSTRUCTION, HUNTINGTON, CABELL COUNTY, W. VA., ACCOMPANIED BY BILL FREDEKING, TITLE I DIRECTOR; AND MATT HANNA, GENERAL SUPERVISOR, TITLE I PROGRAM

Mr. GRIFFIS. I will speak for Cabell County and we'll let Mr. Santrock take care of Charleston and Kanawha.

We have approximately 22,000 students. I would like to give you a little background here. Our focus will be on title I, and if you desire, on other ESEA programs. We are not armed with lots of statistics, but we think we are armed with some general impressions of the effect of title I on local school districts. We have 22,000 students, approximately. Our budget is $22 million. We receive annually approximately a half million dollars in title I funds.

We have 56 schools. Thirty-seven of those currently are target schools. We have approximately 4,000 students in our school system out of the 22,000 who are economically deprived. Of that 4,000, about 3,000 are in target schools. Of that number, we are able to work only with 1,500, approximately, in a program, because of the level of funding.

Mr. QUIE. Could I interrupt you right there.

Of those 1,500, are they all both educationally and economically deprived?

Mr. GRIFFIS. They are in target schools, sir. If they are in a target school for reason of economic deprivation, if they are educationally deprived, then they may be in, but it will be a small percentage. I would say I would agree that the correlation is very high.

Mr. QUIE. You say 3,000 of the 4,000 economically deprived are in target schools, but only 1,500 of those 3,000 are being helped. That means undoubtedly there are even more than 1,500 economically deprived who aren't receiving any help.

Mr. GRIFFIS. Educationally deprived. I would estimate 25 percent. It depends on what standard you would use. Of the 22,000, probably 5,000 students in any school system our size would be educationally deprived, low in reading rate and so forth.

So the main point I am trying to make is title I money financially is not making a big impact on a school system of our size. However, I would assure you that title I has made a tremendous impact not only on the 1,500 children year after year, but on our entire school system.

Our program has focused on reading as the No. 1 problem. We, however, have felt that all reading problems do not originate in school and we don't cure all of them in the special reading classroom. So we have added supporting services in the way of guidance in the past, although that is out of the title I program now; social services, other testing services to the children. We feel that we cannot make much impact on their problems just in a special isolated situation, so we have attempted to affect some change in their regular classroom setting by working with teachers and with materials so that they can help the student in his more normal setting as opposed to down the hall in a special room.

Approximately two thirds of our money goes into reading improvement. We do have a very important supporting service which we call home-school coordinators. These are people who work in the homes, outside of the school, in trying to cure some problems these students bring to school with them. We do not deal directly in welfare services. We feel that the Department of Welfare and health departments are capable of providing these services. Our people are coordinators, and if we feel that lack of sleep, clothing, food or other physical needs of the student is interfering with education, then we attempt to effect some change by working with the agency who has the main responsibility for that.

We have, in the past, had audio-visual services provided to the students. Our county absorbed this program several years ago. It was very successful, and we now provide these services to all students in the country.

We provided guidance at one time and our county has absorbed that service and we are providing it to all students in the secondary schools.

We feel there are many by-products of title I, other than direct help and assistance we are giving the students. We have provided you with one evaluation document. We assure you that on the tests we use that we can show that students do achieve a year, a year and a half or 2 years progress per year in these special programs. We have no doubts but what it's very successful. We realize that some testing specialists could argue with our techniques, but we are satisfied that we are making great improvements. We feel that title I has—

Let me say this. I am a former title I director and may be a little prejudiced in this. I think it's not just incidental that along about 1966–67, school systems, ours in particular, and from my observation, others, school systems really started to pay attention to something they had been preaching for years, and this is the needs of individual students, and I have seen in the last 6 years a great awareness of all school people focused on the different needs of different people. And in the past, although we may have known it was wrong, we were guilty of pushing kids through school programs, lockstep, every one doing the same thing whether they needed it or not. So we are seeing some tremendous changes in the total educational picture.

Now some gentleman this morning mentioned the fact that title I people are well trained, and they do a good job so they can get a better job someplace. We have been very fortunate in that these people have obtained better jobs but, for the most part, they are better jobs in our school system with more responsibility, where they can focus on more problems and they can take that training, title I provided with them.

I am an example of that, not speaking of the quality of my work. I am a former title I director. We've another assistant superintendent who was a former title I director. We have several countywide supervisors who were trained in the title I program. We feel we have not hurt the title I program, but we have people in positions now who are more aware of the needs of individual students, and are exerting more influences on the total school system.

I would like to make just a comment on general aid versus categorical aid. We seem to think of it over there [indicating] or over here [indicating] and no middle ground, and we know there has to be middle ground.

If you give us $8 million to go with our $22 million, yes, we would like to have a say-so where it could go, because we can do the things we are doing now, plus all those other things that we know are important. If you continue to give us only a half million dollars, then we are satisfied that there has to be this definition of categorical aid, and the strings are of some value to us for reasons already stated here today. We feel the strings are important. It does make us focus on certain problems where we might have a tendency to spread too thinly if it is left up to us locally.

In principle we would be for general aid. In practice we are for, if I may, we're for general categorical aid, someplace in the middle. Now——

Chairman Perkins. But your first priority is to serve the disadvantaged.

Mr. Griffis. That's correct, yes, sir.

Chairman Perkins. We all agree on that.

Mr. Griffis. I can continue with this, but I think the most service we can provide to you is probably answering questions, and you may want Mr. Santrock to speak from Kanawha County.

Chairman Perkins. Yes; let's let him speak for Charleston first.

STATEMENT OF JOHN SANTROCK, ASSISTANT SUPERINTENDENT OF INSTRUCTION, CHARLESTON, KANAWHA COUNTY, W. VA.

Mr. Santrock. Thank you very much, Congressman.

Kanawha County schools is located in the western part of West Virginia. We have 53,000, 8 through 12 enrollment, a budget of some $40 million this coming year. We have 10,000 youngsters who have been identified as economically disadvantaged. We have about 5,000 youngsters who are working in target schools this year, or about half of those who are actually economically disadvantaged.

We have a school system of 123 elementary and secondary schools, two vocational schools, about 50,000 enrollees in adult, post school, community school programs. We are about 18 percent economically deprived, about 18 percent. You go up the hollows, you find a hole, and there are hollows everywhere in Kanawha County, 3 miles from the capitol and the most affluent group.

About 40 percent of our title I funds, and we received $1,170,000 a year ago, 80 percent of the title I funds were spent on reading and math, the remainder was spent on special education, health services and a program we called cultural enrichment in which we really work with the boys and girls and try to teach them reading in a little different manner in a summer school type setting.

We do have kindergarten and I'm sure Bob would agree with me at this time, a state kindergarten that title I headstart certainly had as much to do with being able to have a full state kindergarten. We now have headstart for 3 and 4 year olds, et cetera.

We also have, and this came up quite often this morning, a state testing program which is funded by State funds, outside the formula for grades, what, 3, 6, 8 and 11, Bob, I believe?

Mr. Griffis. Nine.

Mr. Santrock. Three, 6, 9 and 11. I would say this about that, that it's good to have naturally standardized test scores, but we are in the process now, and we believe, and if you will look at the scores, look at some of the remarks that are coming out of large school systems, Philadelphia, Chicago and New York, in which their youngsters are now scoring, say, 2 years below national norm, what is a national norm test any more? We are asking ourselves those questions. Do they meet the needs of the individual youngsters for an individual school system?

So a year ago we began—we first believe in the goal of continuous progress education for all boys and girls, but a boy or girl should be able to work on their particular level and so we began a program of continuous progress education in which we developed educational learning packages. These were developed by principals and teachers, and we are taking one or two areas each summer in which 125 teachers come together and develop those, and they develop pretests, post tests, and you heard references to criterion reference tests. We believe it can have a real impact upon boys and girls and their ability to learn where they are, and that they have success and an attitude towards that.

Now, then, it will be 5 years before we are through all those criterion reference tests where we can then report to our parents and our teachers, K did a much better job of working on an individual level in all areas. Naturally we started in the area of mathematics and reading. We completed the work in mathematics last year. We will continue to look at it and revise and so forth, and this year we are working in the area of reading.

Now, then, you will find in a folder that I gave you, a yellow one like this [indicating], this is where Kanawha County is located. There are about seven of those little things put together, and I took these from a presentation we made in Detroit last week at a national early childhood learning disabilities program. The reason I put these in there, this, to me, is the outgrowth of the beginning of a title III program 7 years ago. It has taken 7 years to get to where these pamphlets describe.

The first program 7 years ago was a planning title III grant. Then came a program in which we had in a clinical setting, whereby eight teachers and a coordinator, consultant, worked with individual youngsters. We could only work with about 300 to 400 youngsters in a clinical setting who had learning disabilities, not being able to read. And so the next 3 years we spent in terms of inservice of teachers. Let's identify teachers who can take the same training and can do the same job, develop the same competences that they will be able to diagnose, prescribe, intervene and consult in terms of an individual youngster.

We have found that in our program that maybe all but 3 percent of those who aren't learning to read can be taught to read in a classroom setting, if you have the right ingredients. And so working with the inservice, with all teachers in the primary grades, particularly in K through 3, and then also with some, we didn't want to just throw the four through six, the intermediate and the other youngsters out, so they were permitted to work in the program, and we did have some success, but not nearly the success that we have had in the other areas.

So what I'm saying is that we have grown from being able to work with about 400 boys and girls in a county our size, to now we have the capacity to work with every boy and girl who have reading difficulties in Kanawha County schools, and so we are now working on a regional basis in West Virginia, and fortunately we have, and I'm sorry our State education department isn't here today, but they do have a real, are making a real impact in West Virginia in the field of education, and they have the foresight to develop in terms what we call RESA and we are aligned with three other counties, and so we work with these other counties with this model program. Hopefully a year from now we can make this model not only for the three other counties but for perhaps the good things that come out of it for the State of West Virginia, and some other school systems all over the country are already utilizing this very same thing.

I could go on to other projects that have been, that have had the same impact. For instance, you talk about title II. We now have what we call an instructional media center in every elementary school in Kanawha County, and they are manned by media specialists who were trained under EPDA, COP or——

Mr. Ford [interrupting]. Could I interrupt you there?

Mr. Santrock. Yes, sir.

Mr. Ford. Could you give us an idea of the generation of a textbook before title II as contrasted with now and some relative figure on availability of library resources at the elementary school level?

Mr. Santrock. As I say, we have multimedia centers in every elementary school, and actually, title II put the books——

Mr. Ford. [interrupting]. How many did you have before title II?

Mr. Santrock. None. Not really, before title II. I can't attribute it all to title II at all, sir, much as I'd like to say so here, but in our planning program, we spent 3 years of planning. We have also had a $40 million building program in the last 10 years, and we spent 3 years of planning, well, what kind of a product do you want to come out of that school. Well, what kind of a program do you need for that kind of a product. Then we came on to what must you put into that building to get this, and we said that we wanted a multimedia center where boys and girls in the elementary school would have even greater opportunities perhaps than their secondary counterparts with their library facilities media center. Title II put the books in there, really. It's really the seed money that you have to have to give you the encouragement to go on to do things, really, in almost all areas. I'll stop right there and take any questions.

Mr. Ford. Let me turn the question around. Suppose that we cut off the title II money.

Mr. Santrock. Well, I still have about—out of 87 elementary schools, I still have about 40 that aren't really equipped up to where, to any standard at all at this particular time like I'd like to have.

Mr. Ford. Where would you get the money?

Mr. Santrock. It will have to take the time to get there, and budgets aren't that easy right now.

Mr. Ford. What do you now receive from title II on the basis of last year's funding on a per capita basis?

Mr. Santrock. Sixty thousand dollars I think last year from title II, so what we are doing, we are getting about—we said to ourselves, that to put less than $3,000 to $4,000 in an elementary school, anything at all, you don't have anything at all, so we were gaining about 20 schools a year, 15 to 20 schools a year.

Mr. Griffis. Mr. Ford, I could respond to that. Last year we budgeted for elementary schools out of general revenue, $2 per pupil for library books. Now, understand they have some other sources of local money. By concentrating title II funds in a right to read program in the primary grades, this increases that up to $5 per school, $5 per pupil per school. We received $35,000. We have about 10,000 elementary students, we have about 5,000 primary students, so it's really concentrating more money than that in the primary grades.

It is a tremendous impact.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. Yes. I have been busy reading this book while I was listening to you. I find this one of the most fascinating pieces of material I have ever put my hands on. It lays out in detail what your school district has been doing, and I compliment you for the thorough job.

I noted that you said, well, maybe someone else could do some outside evaluation and come up with some different results. At least this is the best job you could do yourselves, and it looks to me like an effort to really be as helpful in identifying the problems in your district as possible.

Let me ask just a few questions on it so I can understand it.

In the beginning you say the cost per pupil is $607.81. Is that per title I child for each of those 1,500 students that are served?

Mr. GRIFFIS. Sir, we are talking about 2 years. This is 1972; in 1973 we have a personnel change. We dropped guidance from the junior high level, added more reading, so in 1972 we were working with only 811 directly in reading programs.

Mr. QUIE. So out of those 811 it cost $607.81?

Mr. GRIFFIS. Yes, sir.

Mr. QUIE. So when we are talking about $300 per child in title I, we would then enable you to take care of half of your kids, is that right?

Mr. FREDEKING. This year's program, sir, we are approximately putting out $326 of title I funds for each child in the program, above the county.

Mr. QUIE. I still don't understand the $607 then.

Mr. SANTROCK. In our county, and we are very similar, and I think what he is asking, Bob, is we have a per pupil expenditure of around 700, and you probably do at this time per pupil, then you add onto it the $326. So the 700 you give to all students, plus the 300 more for those youngsters there.

Mr. QUIE. The 607 is the total?

Mr. SANTROCK. Without Federal programs. Then you get the 300 on top.

Mr. QUIE. So right here we'd be talking about $907?

Mr. SANTROCK. You're talking about half again for the title I students. That's what you're talking about.

Mr. QUIE. OK. This is what that figure is.

What you are talking about in item 2, divided by item 3. That's the total amount of title I funds expended, you see, and the item 3 is the unduplicated number of pupils participating in the project. This was 811, which made me think that 607 was all title I funds.

Mr. GRIFFIS. I'm with you and I am having a little trouble interpreting that also. This is a State form which we are filling out.

Mr. QUIE. It looks to me in that project you are spending $607 per pupil of title I funds.

Mr. **Griffis**. Can you clarify, Mr. Hanna?

Mr. **Hanna**. We didn't spend $607.81 per pupil. We were a little short of $300. I didn't write this, but it is a typographical error. It is wrong. You can just cross that out as being wrong.

Mr. **Quie**. We started right off with a wrong figure.

Mr. **Hanna**. We might as well confess error and be done with it.

Mr. **Fredeking**. I think we had to go, I'm a new director, but I know we had to go to the $300 and we had to change because of this.

Mr. **Hanna**. We were spending less than $300, but we came up to it, which means that we can't serve a lot of children that need it, and we know it. We need more money. That is an error.

Mr. **Quie**. Because I don't want to use this book again out there, could you send me the correct figures as you check that out and give me the correction on that page?

Mr. **Hanna**. Will do.

Mr. **Quie**. On the next page, in item No. 2, the early childhood education program was assumed by the regular county program. Was that the one that was started with title I funds, and then the State legislature voted 100 percent funding of it so now you can use your title I money for other purposes?

Mr. **Griffis**. That's correct.

Mr. **Santrock**. That's right. That's the kindergarten program we did that. We now have full funding, State kindergarten.

Mr. **Quie**. Now I have a number of other places in here, too, but I would mostly like to turn to pages 52 and 53, on the IQ scores on the early childhood education. You have your pretest and post-test. I don't think much of IQ, anyway, as being able to determine anything and I imagine you're like that.

Mr. **Griffis**. We must provide this data to some people, you understand, sir.

Mr. **Quie**. OK, but you know you start looking down there and see some tremendous progress, but then you see some poor results as well. You end up when you total all of the pretest and post-test scores, they come might close together.

Can you give me an explanation of why, say, student No. 21 had a 49 point drop in IQ, and student 22 had a 37 point increase in IQ? I recognize that handled properly you can have those kind of increases. I'm not surprised at all at the 37 point increase, but I wondered what in the world happened to that testing to get a 49 point decrease.

Mr. **Griffis**. I could only make an assumption that the student is ill, the student has a discipline problem, having a bad day, the student has not completed the test properly. But for statistical purposes, all these are included in here. This is one of the fallacies of this type of testing, as you well know, sir.

Mr. **Quie**. It sure proves it right here on pages 52 and 53.

Mr. **Ford**. Do you have some kind of State law that uses an IQ test? What do they use this for?

Mr. **Griffis**. This is strictly a title I effort here, based on a very small sampling of students. Any time we have a small sampling we'll come across these wide variances in schools.

The State testing program includes a minimum maturity or IQ test and achievement test, at 3rd grade, 6th, 9th, and 11th, but this is strictly a title I testing job here.

Mr. **Ford**. Who asks you for this?

Mr. **Griffis**. Our State Department.

Mr. **Ford**. In connection with your title I application?

Mr. **Griffis**. Yes.

Mr. **Quie**. The other gentleman.

Chairman **Perkins**. They are trying to do their own evaluating, I guess.

Mr. **Quie**. It's a poor way to evaluate. As the gentleman over here indicated, the reason why, I think, they went into the criterion reference tests is to try and get some other means than IQ or the normative standard.

Mr. **Griffis**. You know there has been a good bit of research pertaining to the fact that IQ tests are, in fact, achievement tests and that IQ scores can be increased through proper experiences, et cetera. This was the effort in the kindergarten program to see if this indeed would occur. Now we don't have anything conclusive on that. We could not argue either way on it.

Mr. **Santrock**. Of course the beauty, Congressman Quie, of the criterion reference tests, they are not new overall, but the fact that you can then—you must identify and sequence the various skills of each of the disciplines, and then you can take those criterion reference tests and say to a parent, particularly, can you, with the relationship of the parent, now this is what your child can actually do. He can add two plus two which indicates he has achieved this particular skill.

Mr. **Quie**. Then go on to pages 24 and 25. You have your Doren diagnostic reading tests, word recognition skills, and then your ESEA title I Slosson oral reading tests. Both of those show substantial gains. There is only one instance here where you see a reduction in a grade 3.

What kind of a picture does that give you of the accomplishments, in your estimation of title I?

Mr. **Griffis**. Now, again, the information obtained on these scores is limited. They are scoring better on the post-tests than the pretests and this has been the history over 5 years. They are gaining more each year. I think we have reference on the page preceding this back to 1968, where we were showing 1 year's progress on these tests. We are now showing a year and a half progress per year on these tests. We think we are going beyond this, and again we are into one of those areas where it's difficult to really evaluate.

We think we are effecting the change not only on the ability to take the score which is a routine type of thing which doesn't really —these tests are not synonymous with reading ability, but we think we are extending this into the classroom setting itself, by this connection between our specialists and the reading teachers, in changing techniques and materials in that classroom.

So hopefully, these scores reflect what is being accomplished directly by our specialists and in the total school setting through our supportive programs. But we are satisfied on these types of objective data that we are very definitely showing progress.

Mr. **Quie**. Turn to page 40. What is the meaning of that table, "Number of Students Serviced by Grade in Title I Schools"?

Mr. GRIFFIS. This refers to the diagnostic center which is a part of the reading program. We have specialists in schools, in local schools. Then we have a central diagnostic service staffed with testing specialists and clinicians who receive referrals from the title I teachers in the local school. They do diagnosis and then write what they are calling, using medical terminology, prescriptions for materials, techniques, et cetera, to alleviate the problems of the student.

Mr. QUIE. Does this mean out of your 1,500 students total, only 250 went through the diagnostic center?

Mr. GRIFFIS. Went through that service. The rest of them were serviced in the local school, yes, sir.

Mr. HANNA. These are particularly difficult cases that the title I reading teacher thinks that she needs help on and she refers them to them. They are particularly difficult learning. They are not making the progress that they think they ought to, therefore, they go to diagnostic center for help.

Mr. QUIE. I can understand why there would be a larger number in the early grades than in the higher grades. Did it ever interest any of you why there were only four from the seventh grade?

Mr. GRIFFIS. Yes, sir.

Mr. QUIE. Why was that; a different breed of teacher in the seventh grade?

Mr. GRIFFIS. We have; you understand now, I said referrals from reading teachers. Also, referrals are made by counselors, by principals, even by parents for these services if they are in eligible schools.

Our program, due to lack of funding, and I mentioned this half-million dollars, you know the buying power on that is down 40 or 50 percent, so in essence, we have curtailed the program. Most of our title I staff are concentrated in the elementary schools, so our communications link with the secondary schools is much weaker, and our number of referrals naturally falls down, although the number of students should be lower there.

Mr. QUIE. I was wondering why it picked up again in the eighth and ninth grade.

Of the programs that you have run in the 8 years, what type of program proved to be of little worth and was dropped?

Mr. GRIFFIS. Tutoring programs after school in our particular case, which again, was an isolated situation and didn't relate back to the total educational picture.

Frankly, we started doing some things on our own in the way of audio-visual when we felt we could not obtain the exact commercially prepared materials we needed, and although we prepared very excellent material, and Mr. Hanna is reponsible for a lot of that, we felt the time involved and the effort in doing this ourselves was wasted, so we reverted back to using commercially prepared material.

Mr. QUIE. And then what has given you the best results in title I programs? Could you identify that?

Mr. GRIFFIS. I think we would have to say reading. I will let these gentlemen respond. It's difficult for us to detail to anyone the value of these home-school coordinators. Now, we know, we feel that that is most important. I have a hunch that many principals, if told we have to cut the program, do you want to lose your reading specialist, your math specialist, your counselor or your home-school coordinator, they'll say keep the home-school coordinator. That may be alleviating some problems for them.

From an instructional standpoint, reading.

Mr. **Fredeking.** Could I say a word, sir? I was principal up until this year in a secondary school where we did have home-school coordinators, and their value has been tremendous because of community public relations, the work they do with the children that don't have shoes, various items, the glasses they have obtained, clothing they have obtained, and so forth, for these children, and the parents are so appreciative of the work they do, and as director, now, that would be the last service I would try to discontinue. I hate to say it, but it's the way I honestly feel from my experience as a principal.

Now I would say the educational, we definitely have to keep it and we are going to be affected with the possible budget cut. We are thinking about that right now. We think we know which way we are going to have to go. We are hoping we don't get the cut. But now the home-school coordinators—the whole program—in fact, I was a secondary principal when, due to finances, they had to take the reading program away from the junior highs, and I think Mr. Griffis will tell you I objected pretty strenuously to no avail, because we couldn't do anything about it, but it was a great help to the junior highs when we had reading in the junior highs, and it has been a help to the children coming from the elementaries into junior highs today that are in the reading program from title I. I just wish that we could get to more children who are economically and educationally deprived. I wish we had more money so we could handle and help more children. This is my feeling as director of title I.

Mr. **Quie.** How many of the schools in your county and your school district are target schools and how many are not?

Mr. **Fredeking.** Thirty-seven this year. It will be 38 next year. We have already taken a survey and 38 target schools next year.

Mr. **Quie.** Out of how many?

Mr. **Fredeking.** Fifty-five.

Mr. **Quie.** What about those noneducationally deprived students who are over in another school that's not a target school? What are you doing for them?

Mr. **Griffis.** These are kinds of strings that we object to. Now, we realize that you have to concentrate funds when you're limited, and part of our regulations come from our State Department, we're sure, and part from the U.S. Office of Education, but we would like to be able to make the rare exception to go over to the non-target school and assist an individual student. Now, I won't say that we never do it, and as I indicated in my early remarks, our total schools staff has learned more how to cope with these problems, but we don't have the manpower that it takes to do all those things.

Mr. **Quie.** We heard the presentation on adult education. They had the various groupings of the severity of their difficulty. Don't you find there is a difference in the severity of the educational deprivation among students as well?

Mr. **Griffis.** Oh, yes.

Mr. HANNA. And we take that into account. We deal with those the most.

Mr. QUIE. You are then helping some less severely educationally disadvantaged children in target schools than exist in nontarget schools where, if you had more flexibility, you could help and probably should help?

Mr. GRIFFIS. Yes.

Mr. FREDEKING. There, again, we go to funds, and the way we have to do it is, first, we put out an economic survey to find out what schools will be target. Then we put out an educational survey to find out how many children are eligible for our program that way, and we have to determine where to pick these children up, at what level, in matching the funds and, therefore, sometimes it's 2 years behind math that we pick up. We have to cut less than that at times.

Mr. FORD. What do you mean when you say you put out an economic survey?

Mr. FREDEKING. Our principals will make a survey of those students and determine which children are economically deprived.

Mr. QUIE. That's the thing that really upsets me, but that's what schools are doing all over the place.

Mr. FORD. This flies in the face of the loudest argument we had when we enacted this act, that we are not going to have a means test and we aren't going to be asking little Johnny how much money his daddy makes. How long have you been doing this?

Mr. GRIFFIS. Since the beginning of the program. Now, sir, we are aware of public reaction to some of these things and we try to work backwards on this, and not impose upon every parent in the district this survey, investigating how much money they make. We'll use several sources of information available to our local schools.

Mr. FORD. You say that your state title I program requires you to do this?

Mr. GRIFFIS. Yes.

Mr. QUIE. They are doing that all over the country, Bill.

Chairman PERKINS. They are doing it on the impact aid.

Mr. QUIE. You don't have the parochial school kids in the South like in other places, but you have some.

Mr. GRIFFIS. We have a few, yes.

Mr. QUIE. What I have noted in many public schools is they find out where the concentration of educationally deprived is by finding out what the income of the parents is but they only determine educational deprivation among the nonpublic school children by testing.

Mr. SANTROCK. In our school system we have a representative from the parochial scools and he works directly with us, meets with our committees, so forth, Mr. McBride.

For the first year, and I don't have the results yet, Bob, we are working with the Department of Welfare and they had a problem of getting their computer to print it out, as they do sometimes, you know, you have to wait in line sometimes on computers, but we are using the department of welfare statistics this year. I am quite interested to know what the relationship will be, so forth.

Mr. QUIE. The Chairman and I have an argument, whether you should distribute the money among States based on testing or poverty. Let's just talk about when the money gets down to the county, and that's where the population figure comes in. When you have a county school district you don't have to worry about the distribution among the school district within the county. How would you feel if you could use just your educational deprivation information to find out where the target kids are and not even have to look at the economic question?

Mr. GRIFFIS. They are both difficult to use with any validity. I would agree there is that high correlation and at the present time it might be easier for use to use the economic standards, sir. I think I would agree that if the protesting instruments were available to us, that it would be a more equitable type of distribution.

Mr. QUIE. Don't you know or don't the principals know who the educationally deprived are in their schools?

Mr. GRIFFIS. Yes, sir; but we are worried about what in your State they consider this to be.

Mr. QUIE. You don't have to worry about my state, if it's just within your school district. Just say the money comes to your school district as it does.

Mr. GRIFFIS. Yes, sir.

Mr. QUIE. Then you find your target schools by the number of poor kids, and then after it gets to the school you can help poor and nonpoor alike as long as they are educationally deprived. What I am asking is instead of comparing them with anybody else's school district, how about letting you just decide who is educationally disadvantaged in your school district and distribute the money in the school district rather than in the school.

Mr. GRIFFIS. That's not determining how much money.

Mr. QUIE. That's right.

Mr. GRIFFIS. I see where it would not make too much difference—our target areas would still be the target areas in my judgment—if it would give us the flexibility of moving around.

Mr. QUIE. That leads to my next question. I would think it would give you the flexibility to move it around, because you should then be able to concentrate on the most educationally disadvantaged, rather than just the area where there happens to be the highest percentage. You have to have a break-off point sompelace. I have used this comparison of different sized schools. If there is a school of 400 and there are 200 educationally disadvantaged, or poor kids, they are a target school. There will be another school here that's 800 and they have 200 educationally disadvantaged kids and they are not a target school and, therefore, they don't get any help. It doesn't seem fair, but it seems to me that we could give this flexibility to you and you could zero the money in on those who need it the most.

Mr. GRIFFIS. Yes, sir. I think we would like to exercise that judgment at the local level.

Mr. QUIE. Thank you.

Chairman PERKINS. Mr. Ford.

Mr. FORD. Do you do any school busing for the purpose of integration?

Mr. GRIFFIS. No, sir.

Mr. FORD. Your school assignment areas are on a neighborhood school basis?

Mr. **Griffis**. Yes. We have several transfer policies. We do have, we are under an old court order on one integration problem which has majority to minority transfer feature in it.

Mr. **Ford**. Magnet schools?

Mr. **Griffis**. Yes.

Mr. **Ford**. If a child who you show on the economic sheet that you made up, leaves a target school to go to another one, does any program follow him?

Mr. **Griffis**. It doesn't really, sir. Now, in the past—now, I'm not familiar with all the present State guidelines, I am a step removed from that. In the past we have, when a child will go from an eligible elementary school to advance to an upper school, even though that school was not eligible, we retain him as being eligible for continuing services in that.

We have features in the past where students in an eligible district for one reason or another, this would include parochial school students, too—the majority to minority transfer I spoke of, a student wants to go into an adjacent school district, he is still eligible for services. But financially we are limited in what we can provide, other than some materials and some consultant services.

Mr. **Ford**. Let me see if I can understand this. The Elementary and Secondary Education Act uses the $2,000 factor plus the public assistance factor to mathematically compute on the basis of 1960 data the number of children between the ages of 5 and 17 within those categories who were at that time residing in a particular geographical area, and that gets the money down to the county, all over the country. Now we provided several alternatives in the legislation of how you would divide the money up within the county, and you tell me now that the only criteria you use for dividing the money up within the county is to select a target school on the basis of an annual survey of the income level of the children attending that school?

Mr. **Griffis**. Yes; and the list includes 37 schools, and if you recall, we have about 20 reading teachers, we have eight counselors, so we go to that now on the number of students educationally deprived within those and create another priority listing and put the services in the schools which need them the most.

Mr. **Ford**. Do you use $2,000 as a figure?

Mr. **Griffis**. What do we use now? I think $3,000.

Mr. **Hanna**. $3,000. We have the privilege.

Mr. **Griffis**. This again is a State policy.

Mr. **Fredeking**. $3,000 State policy.

Mr. **Quie**. That's a State policy?

Mr. **Griffis**. Yes.

Mr. **Ford**. What you have is a state imposed $3,000 means test, worse than the one on the poverty programs, I'm absolutely sure, and I intend to ask the office of education. I'm not attacking you gentlemen, that this is contrary to the legislative history of this formula, because it was our purpose not to let somebody use a means test to determine participation in the program because of the mistake of headstart.

Mr. **Quie**. As soon as it came to concentration that's what happened. It turned to a means test.

Mr. **Ford**. But I thought that was a recent phenomena. In Michigan they started off as you are doing it because of a misunderstanding of the guidelines. They started trying to head count the kids from 2,000 or less, and when the Members of Congress out there found out about it we rasied a fuss and it was stopped. Now recently they have started almost the same thing because of the concentration in this target school business, and, as a matter of fact, they are going a step further than you under the new regulations and actually targeting the children within the school.

You tell me you don't do that?

Mr. **Griffis**. No.

Mr. **Santrock**. We target the kids in the school in our county.

Mr. **Griffis**. Educationally, not economically.

Mr. **Ford**. But once he is in a school that qualifies, you no longer care whether his daddy is the banker or——

Mr. **Griffis** [interrupting]. That's right, and this is the inequity we were talking about a moment ago.

Mr. **Ford**. It's my contention that's what we intended to have happen when it got into the county.

Mr. **Quie**. It didn't turn out that way.

Chairman **Perkins**. When we enacted the law we followed the census in the counties, but within the counties and within any school district was permissible for them to make their count. They really patterned it after the impact legislation in which they send out the form to the parents.

Mr. **Quie**. But in mine they don't send the form out to the parents. There they ask the teacher to look at the child and make an estimate of whether the child is poor or not.

Chairman **Perkins**. We send a form out.

Mr. **Fredeking**. We don't send a form to parents.

Mr. **Santrock**. We have been using our hot lunch program.

Mr. **Ford**. Now you've really got one.

Chairman **Perkins**. We expressly prohibit that in the law.

Mr. **Ford**. We even discussed these methods of doing it in great detail and said no, you can't do that, because sure as shooting you're going to be in all kinds of trouble with it.

Chairman **Perkins**. We are trying to make sure that we don't flaunt the finger at any disadvantaged child.

Mr. **Ford**. One of the criticisms of title I is that there are too many restrictions on you doing what as educators your instinct and experience tell you what you ought to do—identify the children with the greatest educational need and respond to it. Now, what we are hearing is either at the State level or at the Federal level or both, they are giving you guidelines that are being interpreted in a way that is actually restricting you far beyond the intention of Congress when this legislation was passed.

So it would seem to me that while we are trying to renew this, Mr. Chairman, we ought to try to make it very clear to our colleagues in the Congress that the kind of complaints they may be receiving from school people about this kind of string have nothing to do with the legislation.

Chairman **Perkins**. That's correct.

Mr. Ford. And can be straightened out by punching somebody in the nose over there at the Office of Education.

Mr. Quie. No; it won't get straightened out that way.

Mr. Ford. As I recall, it was Commissioner Howe who originally put these——

Chairman **Perkins** [interrupting]. In Fairfax County, I fill a form out every year as to my income for impact aid legislation——

Mr. Quie [interrupting]. Just because you work for the government. It doesn't make any difference what your income is.

Mr. Ford. The only thing demeaning about that is your child admitting that you're a Congressman. But this is entirely different.

Chairman **Perkins.** You have either to live on Government property or work for the Government to be counted, and they have to make the survey to make that determination. We never prohibited surveys of that type in title I.

Mr. Ford. It's very distressing to some of us to go to a school officials' conference and see new devices being demonstrated and shown for the school lunch program to show that a great deal of ingenuity is going into trying to figure out an invisible way to mark a kid as a poor kid as he goes through the lunch line. The terrible hypocrisy of us administering a program in a way that forces educators to try to find a way to fool the kid into thinking that when he gets stamped he is not stigmatized as a poor kid is just frustrating. If it weren't for the fact that a lot of kids would go hungry, you know, we really question the kind of damage we do. So there are some Members of the Congress who feel very strongly that we should never let these programs slip into that same kind of a trap. We woke up and discovered that with Headstart, one of the most wonderful programs we have, we had created an economically segregated school setting that, except for those people who have had the good luck and wisdom to violate the law by mixing children, is totally segregated. And if Mr. Coleman's report has any validity at all, then Headstart, on its face, has a disadvantage built into the way we wrote it. We were aware of that when title I was written.

Many people were urging upon us the concern, actually it was more than Headstart, it was the whole poverty program with that means test, and there was a very strong feeling, a good deal of discussion as I recall.

Mr. Quie. Our problem was that we wrote the legislation when poverty was the fad, remember? We were worried about the missile gap or whatever it was in 1958. That's why we had the National Defense Education Act, and we tied this one to poverty. It's good we didn't do it 2 years ago. It would have been tied to environment.

But now that we have learned, I think we ought to try and address the problems as they exist in the schools in the most effective way, which is educationally disadvantaged. We aren't helping poor kids with this program. We are helping educationally disadvantaged. It just happens to be a higher percentage of poor kids that are educationally disadvantaged.

Mr. Ford. If you didn't have to select a school and call it a target school, but could devise programs that were available to all children with problems once it got into your county, could you do that and use the money as effectively as you now do it?

Mr. Santrock. As it is now, you make us devise ways of doing it for other kinds. For instance, if you look on the back of one of these that I have given you, you will see that project staff, this little yellow one right here, it says "project staff, clinicians, reading consultants." Clinicians deal with youngsters out in the school systems with reading teachers or with a primary teacher, not a special teacher. The reading consultants deal with resource teachers and not with kids at all.

We have had to devise a way of getting this done, whereas, if we had the money all could be working with educationally deprived. These technicians work with nontitle I schools, but the reading consultants over here get way over and above. They work with title I schools.

You see what I'm saying. We have to devise ways of trying to get almost the same kind——

Mr. Ford [interrupting]. But in simple terms you have one countywide school system. Assuming the same amount of money that you now have available for title I. We also have the concern, on the other side of the coin, if not throwing money into the pot and having it dissipated. In the case where you do have control of the entire county school system, wouldn't it be practical and reasonable to trust you to select out the educational deprived children?

Mr. Santrock. I'd like that very much. I wouldn't have to lay awake at night trying to find other ways of doing this.

Mr. Ford. When you get into my county it doesn't work, because we have 44 school districts in one county, including the city of Detroit, as one. What we get into is the crazy situation where I have one school district with $1,257,000 in assessed valuation behind each child, and I have another school district down the road with $9,000 behind each child. On the title I formula this first school district has as many kids per capita that qualify as the other one because poor people live next to the factory that pays all those taxes. One school district has plenty of money. The other school district has next to nothing and we aren't giving the second school district money, and if this is happening it is going to aggravate it even further.

Chairman Perkins. Let me ask you a few questions.

Are you through, Bill?

Mr. Ford. Yes.

Chairman Perkins. Al?

Mr. Quie. Yes.

Chairman Perkins. I'm worried. I'm kind of like Alice in Wonderland—I wonder where we are going from here. If you gentlemen were to wake up next year and one-third of your title I funds were gone, what would happen to your programs?

Mr. Santrock. The first thing that I would say, what does the Louisville Courrier have on the front page of it this morning, in which the school systems are not hiring new teachers until they can tell where Federal programs are going.

I have a meeting on the 30th with our staff and we've got to decide then what are we going to do if funding doesn't come around.

Chairman Perkins. What would be your situation if you were cut back one-third?

Mr. **Fredeking**. We have already been discussing it. We have some aids in our program that would have to be let go, we would probably have to do away with one phase of our educational program, and this would mean we would help fewer children, and it's hard to say what else it actually would take. Of course, we've only got right now 26 teachers, not counting the clinicians and those people with the diagnostic center. We would probably lose our math program, because this would be the place the county could pick up these teachers.

We hope not to do this. They said for us to plan on 85 percent of our last year's allocations. That's what we are going. We are hoping this will—we are hoping we will get the same allocation as last year.

Chairman **Perkins**. What percentage of your disadvantaged children are you presently serving?

Mr. **Santrock**. We are serving 50 percent, sir.

Chairman **Perkins**. And what about Huntington?

Mr. **Griffis**. We are about a fourth, counting all schools.

Chairman **Perkins**. Just about one-fourth. That's what I thought.

Mr. **Quie**. Of your economically disadvantaged?

Mr. **Griffis**. Yes.

Chairman **Perkins**. Are you serving the schools that need it the most, the poorest of the poor?

Mr **Fredeking**. Right; yes, sir.

Mr. **Santrock**. Yes, sir.

Chairman **Perkins**. And do you find a solid correlation between the economic factor of low income and the children that need the special programs?

Mr. **Griffis**. Yes, sir. There is no question about that.

Chairman **Perkins**. And do you feel that you are covering those schools without omitting some of the children that need the services the most?

Mr. **Griffis**. We are attempting to give direct, personal services, plus supporting services, working with teachers and parents in those target areas where the problems are most pronounced.

Chairman **Perkins**. If the allocation formula to channel the money into your school system was any different, would you serve the children in any different group than you are serving them today?

Mr. **Griffis**. Sir, we could not.

Chairman **Perkins**. From a disadvantaged standpoint?

Mr. **Griffis**. We do not place more teachers in more schools on a permanent basis.

Chairman **Perkins**. I mean the same amount of money under another allocation formula.

Mr. **Griffis**. Right. One of the things we could do is provide some services that aren't necessarily a daily service to some of the other students. The help to the regular teacher, the help in diagnosing a problem.

Chairman **Perkins**. I think you understood me and I understood your answer, but let's make certain. If you were receiving the same amount of money allocated on a test score basis or on an AFDC allocation into the city of Huntington and your school system, and you wanted to do the best possible job for the youngsters that need those special programs most, would you serve the same group that you are presently serving?

Mr. GRIFFIS. Yes, sir.

Mr. SANTROCK. Within a 5 to 10 percent range.

Mr. GRIFFIS. Yes.

Mr. SANTROCK. And right now I could answer that in one area, in mathematics, because we have the criterion reference test and the pretest and the post-test, I could do that. But a year from now I can do it in reading.

Chairman PERKINS. All right. I believe you could, too.

Mr. SANTROCK. I wouldn't hesitate to do it that way in a year from now, but not right now I wouldn't want to.

Chairman PERKINS. With the limited number of disadvantaged children that you are presently able to serve in Huntington because of the inadequacy of funding, I would certainly hate to think about any further cutbocks, especially in the appalachian area. Would it have any effect on the outward migration, in your opinion, if we were to let our schools jerk the rug out from under some of these programs after we have started making progress under title I?

Mr. GRIFFIS. I look at this as all programs measuring together from where I sit in this. Now, we have an emphasis, partially through vocational education and local funding, which follows title I. Our concentration is in early learning with title I. We hope that we are changing curriculum and providing programs of a more practical nature rather than a classical education type thing to students similar to those who are in title I programs in elementary schools, and we are trying to connect this with the job opportunities in our region. Now, we border on Ohio and Kentucky, so we don't always think of holding them in West Virginia, but in the metropolitan region there.

I think if we are curtailed in both of these efforts, the compensatory education and the vocational type education, that it will greatly affect our area. I think we will have people going to Detroit, as they already are, and other places.

Mr. FORD. No jobs up there.

Mr. GRIFFIS. I think we are on the road to coming into a very sound educational system to meet local needs. Now, we know there is a certain amount of transition of people.

Mr. QUIE. Would the Chairman yield?

Chairman PERKINS. Just a moment, let me ask one more question farther, and then I will yield, Mr. Quie.

You really need to serve these people efficiently, and you could efficiently utilize three times the funds that you are receiving under title I, and I correct?

Mr. GRIFFIS. Yes, sir.

Mr. SANTROCK. Yes. Congressman, could I inject one thing here, and I hate to interrupt right here. It hasn't been brought out, but in West Virginia we have a tax limitation, which many school systems do not have. We can only tax up to a certain amount, and when you get there, that's all. We are going through that right now, Bob.

Mr. GRIFFIS. That's where we are.

Mr. SANTROCK. So as different programs come up and as it becomes costlier, we use personal income tax, it was a 5 to 4 decision yesterday, wasn't it? Then plus State allocations, and then we have what we call a 100 percent excess levy and so as a result, we're limited and it's getting, budgets are getting squeezed tighter and tighter. As social security goes up, then there is less money for us from our own resources, see, because we can't raise it up here. I'm just using social security; in Kanawha County itself it went up $229,000 this year. Where did we get the money for that $229,000. Our tax limitation base doesn't let us increase the mil rate or whatever you call it.

Chairman PERKINS. You are budgeting Huntington?

Mr. SANTROCK. I'm budgeting Charleston.

Chairman PERKINS. What percentage of your budget is Federal and what percentage is State?

Mr. GRIFFIS. I think we are about 8 percent, 7 to 9 percent.

Mr. SANTROCK. We are running 6.

Mr. GRIFFIS. And we are almost 50–50 the rest of it now, State and local.

Mr. SANTROCK. That's right.

Mr. HANNA. That includes vocational education.

Mr. GRIFFIS. That's all Federal income.

Chairman PERKINS. Any further questions?

Mr. QUIE. Yes; Mr. Chairman.

If the same amount of money is distributed nationally and you look at the number of children from $2,000 income and less, forgetting about AFDC entirely, I see in West Virginia there are 66 percent fewer children from families with $2,000 income or less. In your neighboring state of Ohio there are 31 percent fewer. Now, if we continue to give the same amount of money to West Virginia, that means kids who have been neglected in Ohio because of this obsolete formula going 14 years after the census was taken are still going to be denied that money. Now, how can that be fair to Ohio? You've gotten the benefit of all these years of Ohio's money, to put it that way. Why should we continue doing that? I know one way of doing it is to raise the amount of money federally so you could get the same amount as you did and they'll get the big increase in Ohio.

Mr. GRIFFIS. I can't answer that.

Mr. HANNA. We don't want to rob Ohio.

Mr. QUIE. But that's the question that's going to come up in our committee.

Mr. GRIFFIS. The figure he quoted on the income level is, I would say, from observation, in our area would be correct.

Mr. QUIE. Now, also the thing kind of strikes me is that a family that has a $2,000 income finds that the husband gets a job, and a fairly decent job, and he's making $10,000 and, therefore, doesn't qualify any more. That child hasn't changed at all.

Mr. GRIFFIS. If he is in a target school he still qualifies.

Mr. QUIE. Yes, but if his dad decides to buy a house someplace else he goes to another school.

Mr. GRIFFIS. If he is in a target school and his dad makes $50,000 he is educationally qualified, but if a guy makes $1,000 a year and his kids aren't, they aren't presently.

Mr. **Quie**. You check the income of the kids and you also do the educational deprivation tests. Do you do that for each child so that from the results of the information you have you can tell us what the correlation really is? You see, in Minnesota they check on the income and they check on the educational deprivation but they never compared it child by child, so they can't give me that information. When I find people who do that they seem to hide that all the time.

Mr. **Griffis**. I think we have data to do it. I don't think we would want to do it unless someone insisted upon it.

Mr. **Quie**. Glass did it in his study, and whenever you see a study you like to compare it with something else. If you've got the information available there, the study could be made so that it didn't identify the people by name, for instance using numbers. I'd like to go to the Office of Education and have them do a study out there, because there aren't too many people that have.

Mr. **Griffis**. We'll try.

Chairman **Perkins**. Let me thank you gentlemen.

Mr. **Ford**. Carl, I would like to ask one question.

Chairman **Perkins**. I have some people here from Charleston. Go ahead.

Mr. **Ford**. This is the first opportunity. I'm disturbed about the formula, to approach this from a very different point of view of the county-wide person in an urban area, and you are urbanized, both of you. As I understand it, you select a target school by the percentage of children that, through some observation by teachers or somebody else, appear to be below the $3,000 level.

Mr. **Santrock**. Yes; or there is one other way, one other way you can do it, the number of children, and you can use both, but you cannot drop one below. I won't go into that formula.

Mr. **Hanna**. Number in the family.

Mr. **Ford**. What is the percentage of poor children in the first target school that just squeaks over the line and becomes a target school and what's the percentage in the most heavily impacted school? What is that percentage variation?

Mr. **Santrock**. Mine is 70 percent. I have a school with 70 percent. It's the largest elementary school that I have.

Mr. **Ford**. You have one school with 70 percent poor children in it?

Mr. **Santrock**. Right.

Mr. **Griffis**. I have one school with 84 percent.

Mr. **Ford**. What is the lowest percentage that will qualify a school?

Mr. **Santrock**. Seventeen percent this last year.

Mr. **Fredeking**. Nineteen last year. Next year our break down will be 20 percent for the lowest, and 71 percent for the highest.

Mr. **Quie**. How about the closest one that doesn't make it?

Mr. **Fredeking**. Seventeen percent.

Mr. **Quie**. Seventeen percent didn't make it, 19 percent did. Our break was 17 to 20.

Chairman **Perkins**. Let me compliment all of you. I think you did a wonderful job.

Chairman PERKINS. You people from South Carolina may come around. Without objection your prepared statements will be included in the record.

[The statements referred to follows:]

STATEMENT OF COLUMBUS GILES, DEPUTY SUPERINTENDENT OF PERSONNEL AND INSTRUCTION, WILLIAMSBURG COUNTY SCHOOL DISTRICT, STATE OF SOUTH CAROLINA

PREFACE

Title I of the Elementary and Secondary Education Act has provided funds to more than three-fourths of the Nation's school districts to improve opportunities for educationally deprived children in low-income areas. Williamsburg County School District in South Carolina has benefitted directly and immeasurably through this categorical aide, as confirmed by any quantitative and/or qualitative data one wishes to examine. (Selected documents have been attached to the original copy of this testimony and additional information can be supplied upon request.)

It is the intent of this testimony to provide a summary description of specific benefits derived by Williamsburg County School District from Title I of the Elementary and Secondary Education Act and to show the need for continued federal support of the schools.

GENERAL INFORMATION

Identification data

State and district—South Carolina, Williamsburg County Schools
Grade level—Day Care through 12
Number of schools served—20
Types of compensatory educational programs in a desegregated district

Year began:

1965—Library Services and Materials Center—20 schools
1965—Nutrition and Health Services—20 schools
1968—Kindergarten—25 centers, 8 schools
1969—Continuous Progress—grades 1–5, 12 schools
1970—Education of the Handicapped—20 schools
1970—Adult Education, chiefly through Career Opportunities Program (COP) and Teacher Renewal
1971—Day Care—2 centers, 2 schools

Description of School District

Williamsburg County, South Carolina, is predominantly rural, with an economy based on agriculture. The public school system is the largest employer in the county.

According to a rural poverty status index developed by the U.S. Department of Agriculture, Williamsburg County is among the poorest counties in the country. The median family income is $1,750, among the lowest in South Caroline, and more than 60 percent of the families in the county have incomes below the $3,000 Federal poverty indicator.

The county's population in 1970 was 34,532. The average level of education in the State is 7.4 grades. Of the total population over 25, more than 30 percent have less than 5 years of formal education. Less than 15 percent of the county's high school graduates take any advanced training, compared with a national average of more than 75 percent.

With a population that is more than 75 percent black, the county operates a unitary school system with more than 10,000 students. Total desegregation was achieved during the 1960's as part of a massive personnel training and educational innovation program.

Educational statistics gathered before the Continuous Progress Program was implemented showed that one in every five students repeated one or more of the first 3 grades. Seventy-three percent of the children in grades 1 through 3 were from low-income backgrounds, 35 percent had defective speech patterns, and 60 percent had language deficits. Sixty percent of the children could not do the work expected for their grade level.

SOURCES OF FUNDING

The three sources of funding for public school education in Williamsburg County have been the county, the state, and federal categorical aid. County sources produce approximately eleven percent (11%) of the total school budget while funds from the state amount to forty-nine percent (49%) and the remaining forty percent (40%) comes from federal sources (chiefly from Title I—ESEA).

It is significant to note that the local level of funding is virtually at its maximum, leaving little doubt as to the total inability of the school district to provide even token education to the student population alone. Such was the condition prior to federal support to education a condition that created socio-economic-educational state of deprivation and human under-development.

Comparative Data

Prior to federal aid to education the per pupil expenditure for Williamsburg County ranked among the five lowest in the state and the seventeen lowest in the nation. Although the ranking remains about the same, the actual per pupil expenditure for eligible, educationally disadvantaged students was almost doubled by the addition of federal monies to the school district. Hence, federal aid to education has made it possible for Williamsburg County, for the first time in this century, to begin to provide a degree of comprehensive educational services and opportunities that have been carefully developed to meet the known needs of the students and to effect positive change in the societal conditions that have clear influences upon the students' lives and learning.

We have reliable research data to support our contention that, given the financial backing and educational resources, every learner will make continuous progress in his/her cognitive and affective development in the public schools. (The term "learner" is used here advisedly, to include adults as well as children.) An educational program of integrity and reliability will evolve when there are funds sufficient to provide a developmental learning process. The only qualification, other than funding, would be that the program planners and implementors be authentic.

8-YEAR SUMMARY COMPARISON

	1964–65	1971–72
1. Enrollment	13,160	9,567
2. State Funding	$2,027,363	$2,941,280
3. Local Funding	$392,581	$664,731
4. Federal	$1,496	$2,380,497
5. Per Pupil	$184	$626

1. The enrollment decrease of 3,593 students in grades 1–12 over an eight (8) year period reflects a general population decline, a school drop-out increase, and school integration factors ("white flight").

2. State funding increased from approximately $154.00 per student to $307.00 per student over the eight (8) year period, or double the expenditure per pupil.

3. Local funding increased a total of $272,150, from approximately $30.00 per pupil to $70.00 per pupil—more than double during an eight year period.

4. Federal funding in 1964–65 was limited to a small sum for vocational educational and a bit for the school lunch program—figuring less than twelve cents (12¢) per student. In 1971–72 the federal monies received from Titles I, II, NYC, FT, and all other federal aid to education programs (including school lunch) amounted to approximately $246.00 per pupil, or forty percent (40) of the total per student cost.

5. The per pupil expenditure for the county almost quadrupled during the eight year period cited. Although this is a most significant increase it must be noted that the total is still below the per pupil averages of many school districts in the state and nation.

USES OF FEDERAL FUNDS

In a poor school district such as Williamsburg County money is needed from any and all available sources to operate the basic educational program as well as to provide special services. Whatever the program or service, it is indeed compensatory and enables the educationally disadvantaged students to receive a direct and precise benefit on a daily basis. Both the literal and figurative "tools of learning" are made available, from something as fundamental as a pencil or a book to something as invaluable as an adult/student ratio that makes individualized human interaction and purposeful skills development possible. Money cannot buy respect, love, concern, commitment, or personhood. However, money wisely used can/does but (pay for) those elements needed to create an environment where every child in our school system is provided a full opportunity to be and to become a unique, vital and whole person—informed, equipped to think for himself, continuously growing, and valuable to himself and as a member of society.

Specifically, federal funds have been used by Williamsburg County to pay for those environmental aspects and services considered to be essential to the education of the whole person. In no instance has federal money been used to supplant other funding sources, but in every case to supplement the services we could provide. For example, we have used an average of $127.00 per student in grades 1–4 from Title I—ESEA (4 year average) to provide 3,000 educationally disadvantaged children with a sound instructional program that meets local, state, and national standards. This sum was in addition to funds provided by all other sources.

As noted earlier in this testimony, federal funds have enabled Williamsburg County to provide limited day care centers, comprehensive Kindergartens, an enriched instructional program in grades 1–5, and such special services as health, education to the handicapped, library and media-materials, and some adult education.

Much more is needed at all levels of education and for all ages, but the county administration and advisory councils have identified the early years (specifically K–5) as the major educational priority in terms of present needs and sources of funding.

NEED FOR CONTINUED SUPPORT TO EDUCATION

If a man asks for a drink of water, because his thirst is acute, and he is given an empty cup, one can only expect abject disillusionment to result, followed by grave suffering, disorientation, and ultimate extinction of life itself. It isn't too strong an analogy, for the poor sectors of the United States of America do indeed thirst. It is not the fault of a poor, educationally disadvantaged person or community or school that such a state exists. Too, too long have we allowed political prejudice to overshadow the justice due to humankind here in our growing, developing nation. It is not enough to provide temporary relief or partial compensation. It is not enough for a government, no matter how noble her intentions, to enact legislation that does not stem from clearly defined needs, precise priorities, and with longitudinal and universal plans. When such a base of operation is established then, and only then, can those charged with education get on with the job. We must have the sure knowledge that the cut will not be empty, nor filled with weak promises of possibilities for a tomorrow—for our children wait in trust right now!

Present Status of Local Funding

Williamsburg County School District currently supplies eleven percent (11%) of the total per pupil expenditure in the district. This level of funding has shown only slight increase over the past two or more decades simply because the economy cannot support a larger share of the costs: Every effort is being made to attract industry to the area, thus eliminating a degree of the under employment and unemployment and also contributing to the local tax collection. Such efforts, however successful, would require several years before significant financial gains could be realized.

Present Status of State Funding

The State of South Carolina has made some important increases in the support and up-grading of the schools in the past few years. One of the more recent developments was the appointment of a committee by the governor of South Carolina to make a definitive study of the school districts in view of equalization of educational funding (Serrano Decision, August, 1971). Meanwhile, the state currently has pending several educational bills that, if enacted into law, would add to the teachers' salaries and fringe benefits, increase the per pupil expenditure by several dollars, provide for additional Kindergartens, and perhaps substitute a student enrollment formula for the present average-daily-attendance per pupil cost allowance. Even with these gains, should they become a fact, the state is still unable to absorb the total minimum cost needed to maintain the present level of operation in the schools.

Type of Federal Support Most Needed

Based upon the prevailing conditions of public school education in Williamsburg County and in the state of South Carolina, and assuming these conditions to be representative of other states and school districts in the nation, we believe the most just and appropriate type of federal support to schools would be the third of the three basic principles defined in the School Finance Act of 1973—HR 16. This basic principle states that "the Federal Government ought to provide larger grants to states undertaking programs to equalize among school districts the expenditure of all state and local funds for education." Such federal funding would be highly compatible with efforts being made by each state to equalize support to education regardless of the prevailing economic conditions of any given school district within the state. Further, the five year span called for by the bill would give to federal, state, and local planners a clear operational base from which to gather reliable data, make a realistic cost analysis, and develop broad, long-range guidelines for support to education.

There can be no question as to the need for federal support to education. The greatest national debt is that owed by birthright to our children for equal educational opportunity.

EXCERPTS FROM: CONTINUOUS PROGRESS PROGRAM, WILLIAMSBURG COUNTY, S.C.

ACHIEVEMENT DATA

In addition to the longitudinal study, evaluators gathered annual achievement data to assess the effectiveness of the program. Standardized tests administered to 1,991 1st- through 3d-grade students during the 1969–70 and 1970–71 school years indicated the number of children performing below grade level in vocabulary dropped 12 percent and in comprehension 26 percent. More importantly, there was a significant decrease (31 percent in vocabulary and 42 percent in comprehension) in the number of children 1 or more years below grade level. Table 4 shows the percentages of students performing below grade level.

TABLE 4.—PERCENTAGES OF STUDENTS PERFORMING BELOW GRADE LEVEL: 1969–70 AND 1970–71

	Vocabulary (grade level and years)			Comprehension (grade level and years)		
	1 to 3	1 to 3	4 to 6	1 to 3	1 to 3	4 to 6
Below grade level	1969–70	1970–71	1970–71	1969–70	1970–71	1970–71
Less than 1 year	32	51	27	28	44	26
1–2 years	33	16	36	35	6	38
2–3 years	15	8	12	15	12	15
3 or more years	7	0	6	10	0	10
Total below	87	75	81	88	62	89

STATEMENT OF COLUMBUS GILES, SR., DEPUTY SUPERINTENDENT, WILLIAMSBURG COUNTY SCHOOL DISTRICT, SOUTH CAROLINA, ACCOMPANIED BY, MARY HARPER, DIRECTOR, EARLY CHILDHOOD EDUCATION

Mr. GILES. Thank you very much, Mr. Chairman and members of the committee. I am Columbus Giles, Sr., deputy superintendent of the Williamsburg County School District, a one-district school system that is located in the coastal plains of South Carolina. I regret very much this evening that Mr. Fennell, the superintendent, because of physical ailment, was not able to attend this hearing with us.

Appearing with me is Miss Mary Harper, who is the director of early childhood education in our school system.

First of all, I should like to express to you and your committee our sincere appreciation for giving us this opportunity to make this appearance today. We have learned a great deal.

At this time I am going to ask Miss Harper to begin the brief summary statements. I should like to add statements when she is through.

Chairman **Perkins**. Go ahead.

Miss **Harper**. Mr. Giles and I represent some 30,000 people who live in Williamsburg County, S.C. You had reference made to our county and our school earlier by Dr. Charlie Williams from our state department. One-third of the 30,000 people we represent are in our public school system. The country spreads over 951 square miles, 90 percent of which is rural. The population is widely dispersed. Over 75 percent of us are poor, and this is a fact, not a fad. The median family income is $1,750, and the county has the unenviable distinction of being one of the poorest in our entire Nation.

For many years the nonexistence of job opportunities begot a lack of incentive for education, resulting in a vicious socio-economic educational poverty circle. Of the population over 25 years of age 31 percent attended school for less than 5 years, and the average educational attainment of the total population at this time is 7 years 4 months.

Industry has not come to Williamsburg County in sufficient scope to take up the slack left by farm mechanization and the decline in the market. The school district is the county's largest employer. The school system, which is a unitary, desegregated district, has a clear and awesome job of being the catalyst and change agent for the entire county. We need help to meet this mandate; help immediately to maintain the creditable educational programs we have done with categorical Federal aid, and we need help on a long-range basis to expand educational opportunities and manpower development.

We know, for it is our experience, that money wisely used in education will buy those elements needed to create an environment in which every child in our school system is provided a fair opportunity to be and to become self-actualizing, a unique, vital, and whole person, informed, equipped to think for himself, continuously growing, valuable to himself as a member of society.

We believe that learning is a continuous developmental process, therefore, education is a process for any and every person. The degree of disadvantage for any given learner is in direct proportion to the learning process he has experienced at every stage of his growth. We have not had quantities of money to provide sound educational opportunities. We averaged spending $140 per pupil of title I money over a 4-year period, and have reliable evidence to show that the program is sound and yielding a significant payoff in the lives of the children, the teachers, aides, and administrators. If educators are skilled and apply themselves, there is no question that they can get the job done.

It was with real disappointment that we learned of the decision of the Supreme Court not to uphold the concept of the equalization of educational support within States. We accept the Justices' interpretation of the Constitution, and so turn to the legislators in our country with the urgent request that steps be taken to provide, by law, a fundamental Federal right to public education.

To us the greatest national debt is that owed by birthright to our children for a just and equal educational opportunity.

We have reliable research data to support our contention that given the financial backing and educational resources, every learner will make continuous progress.

Thank you.

Mr. GILES. I should like to add just two or three things to what Miss Harper has said.

In terms of our source of funding, I should like to just mention this, that we receive approximately 11 percent of our total budget from our local effort, from the local community. We receive 49 percent of our budget from the State, and we receive 40 percent of our total budget from the Federal Government. You see right here that if we were to lose title I funding, we will really be in trouble.

Another point that I'd like to make is that our district has received State, regional and national recognition for having developed one of the most productive and exemplary early childhood education programs in America and, of course, we have passed along to the committee a stack of materials that bear this out, and we would be happy to furnish additional specific data upon request.

Our interest, however, is not limited to early childhood education. In fact, it encompasses quality education for all children, without exception of age or any other factors. But, Mr. Representative, I think you can very well see that we could ill afford to lose funds and maintain what we are now carrying. If we were to lose some of the funds that we are now receiving we aren't going to be able to maintain our current programs.

I certainly wish to concur with Mr. Perkins' statement that we received when we received this invitation, which states that the School Finance Act of 1973, H.R. 16, is needed today because school districts all across America are in financial trouble. We are having to deny contracts to sme 43 teachers due to the fact that we are not certain about Federal funding for next year. We now have in our early childhood program, and one other program we are running in the county, 129 instructional aides. These are paraprofessionals. One hundred of these persons are in a COP program, career opportunities program, that is operated in conjunction with the University of South Carolina, and they are engaged in a study program leading toward a degree in early childhood education. All, with the exception of 19, these persons are paid out of title I funds. We just have a big question mark here. We don't know what we can offer to them next year.

I just wish it were so you could walk into one of our classrooms. In many instances it is difficult to differentiate between what the instructional aides are doing and what a regular certified teacher is doing, in terms of providing experiences for boys and girls.

We wish to say to you here and now, with all of the gusto that we have, that we do support the first principle of H.R. 16 which states that the first responsibilty of the Federal Government in the area of elementary and secondary education is to provide sufficient funding for compensatory education programs for educationally deprived children. I think it is clearly evidenced in our community that this is a very valuable hope, and that we can ill afford to lose it.

We further would like to give all the support we can to the third principle which has to do with the equalization of educational opportunities within the State, and we would venture to even say within the Nation. Right now this comes close to home to us. I think depending upon whose figures you are looking at, we are considered the 17th poorest district in the Nation, and some say the 19th, but we are down near the bottom.

There is a study committee in our State at the present that's looking into the matter of equalizing the educational opportunities for all school children throughout the State of South Carolina. As Miss Harper mentioned, we regret very much the decision of the Supreme Court, but we do believe that if we could get that third principle that you mentioned, sir, giving some financial assistance to the States, this would encourage them to try to equalize the opportunities, and in the long run, this would have a much farther reaching effect and a long lasting effect on the kinds of educational opportunities we can provide for our students.

Again we wish to thank you for coming, and we'll try to answer any questions that you may have.

Chairman **Perkins**. To what extent are you presently taking care of your children that need assistance under title I?

Mr. **Giles**. Right now we are serving all schools in our district. We are just a poor county, period, poorest in the true sense of the word.

Mr. **Giles**. Right.

Chairman **Perkins**. How are you spending your money? Both of you answer that question, please.

Miss **Harper**. Half of the title I money would be spent in the kindergarten through grade 5 in the program that has been continously developed since 1968. We started with kindergartens and we have in our plan deliberately added on educational learning principles, and we are cutting off now, for the money will not extend any further.

Chairman **Perkins**. I see.

Mr. Quie.

Mr. **Quie**. On page 4 of your testimony, after the five facts of your summary comparison, you say that the enrollment decrease came from a number of reasons—the general population decline, and then the third one was school integration factors involving a white flight. The school dropout also increased, and that surprised me. I thought perhaps the help from the Federal Government might have slowed down or reversed the school dropout rate.

Is this a progressive thing through the whole 8 years, and are you still having an increase in the school dropouts?

Miss HARPER. The school dropout increase would be largely in the upper grade levels, whereas before we just didn't have the children in school. When you figure percentages of children, you figure them on the total number in a given year, but we do have still a great many young people in the high school age, particularly young men, who may not leave school, they simply leave the schools in Williamsburg County. There is no opportunity for them there. The Manpower Development Center that has been in operation for 2 years has been holding them. We have found that we only have half of last year and this year, so far, but we have been holdng them. These figures were through 1972.

Mr. QUIE. I think it has leveled off now or stopped.

What percentage of your students finish the 12th grade?

Miss HARPER. I did not give you that. I will say, however, it is in one of the packets we have. We just didn't bring it over, and I am afraid I would make an inaccurate approximation.

Mr. QUIE. Do you have the percentage that finished the eighth grade, by any chance?

Miss HARPER. I am afraid to give you an estimate on that.

Mr. GILES. It may be in that material that we have left with your aide.

Miss HARPER. It is in the initial packet. I hope you will take time to look at it, for some information in there is really quite valuable, including the most recent from the Office of Education that just came to us the day Mr. Giles left to come here.

Mr. QUIE. They did a study of your county?

Miss HARPER. Yes; yes, of the program.

Mr. QIUE. You are ranked as the 17th poorest county in the Nation. Are any of those other 16 counties in South Carolina?

Miss HARPER. There is a county in South Carolina poorer in the State than Williamsburg. Therefore, it would be assumed that it would be in that 17.

Mr. QUIE. So there is only one. It is hard to imagine counties poorer than Williamsburg County from the information you have given me here.

Do you have any information of the pre-test and post-test information on students who have benefited from title I?

Miss HARPER. Yes. I would recommend for your study in the packet that we sent up, the big packet, the findings, and there will be a summary in the brochure you have of the Illinois test of psycholinguistic abilities. It is a longitudinal study of high validity, very respectable, although I think that all of the testing program has integrity.

We use day in and day out, for evaluative purposes in terms of student progress, testing, or evaluation devices we designed ourselves, and you will find a copy of that in the big packet. A sample page is in the brochure.

Mr. QUIE. Now if Williamsburg County received from the state the amount of money that would give you the average expenditure from state and local sources in the state of South Carolina, how much would that be increased?

Miss HARPER. We spent in Williamsburg County last year from all moneys an average of $600 per student enrolled in the school system.

That included any capital outlay or any little bit of money from any source at all. Figured of that, 40 percent of that was Federal moneys. Not all of that was title I Federal moneys, and I believe that South Carolina, out of the 95 districts, was about the 36th in terms of total per pupil expenditure.

Mr. Quie. I can get that other information and figure that out.

I have to take a telephone call now, but I would like to go into this question a little further with you.

Miss Harper. We'd like you to come to Williamsburg. That's the only real way to understand.

Mr. Quie. I agree with you. It's easier to understand, being on the scene, rather than sitting here in Morehead.

Chairman Perkins. Let me ask you about your continuous progress program in Williamsburg County, S.C. On page 25 you have got a paragraph entitled "Achievement Data". In addition to the longitudinal study, evaluators gathered annual achievement data to assess the effectiveness of the program. You say standardized tests administered to 1,991 first through third grade students during 1969–70 and 1970–71 school years indicate the number of children performing below grade level in vocabulary dropped 12 percent, and in comprehension, 26 percent. More importantly, there was a significant decrease—31% in vocabulary and 42 percent in comprehension in the number of children one or more years below grade level.

Table 4 shows the percentage of students performing below grade level.

Now as I glance at this, considering what you have stated about your county, I feel that your achievement results from title I under this evaluation are excellent.

Miss Harper. Yes, sir, that's miraculous, but we contend it can be done anywhere in this Nation if it can be done in Williamsburg County, and it has been done by Williamsburg County. Mr. Giles and I are part of the county, it is our home, and the people in the schools, if we can do it, it can be done and these statistics are certainly not padded.

Chairman Perkins. And you know yourselves that this progress has been made under title I in your county?

Mr. Giles. It would not have been possible otherwise.

Chairman Perkins. It would not have been possible otherwise?

Mr. Giles. Right. Right now we should be well on the way with planning for our summer in service and preservice training, for new people coming in, it would be preservice training. We don't know where to start because we don't know what we are going to have coming in Federal funds. It's quite a problem for us.

Chairman Perkins. Well, I think those achievement results are marvelous.

Mr. Giles. I would like to just inject this. As I sat and listened to some of the other testimony in terms of how we went about this whole approach, the first thing I think we did, Miss Harper, was we did an appraisal, didn't we, an appraisal, an assessment of our program at that time, and we do recommend that procedure. Then once you determine needs, then you can begin to develop approaches, materials, methods, et cetera, and training. That's been one of the greatest assets. We have been able to bring in some of the best people from across the Nation, and they said to us verbally, they have said to people across the country in lectures, they have said in periodicals, that it is one of the best programs in the Nation. We do have plans for moving on up to even greater levels, but if we don't have the financial support, we can't do it.

Chairman PERKINS. What is the population of this county?

Mr. GILES. A little better than 34,000.

Chairman PERKINS. Who represents the county in Congress?

Mr. GILES. Mr. McMillan did for a number of years, but Mr. Young is the new district congressman.

Chairman PERKINS. Mr. Ford.

Mr. FORD. I notice on page 2 you have the 1970 population at 34,000. You have some other demographic data also. Is that all 1970 data?

Miss HARPER. Yes.

Mr. GILES. What was the question again, please?

Mr. FORD. The 34,000 figure is 1970. Is the rest of that demographic data—1970 data?

Miss HARPER. Yes; you are right.

Mr. FORD. You haven't received any title I upon this basis. What was your 1960 population?

Miss HARPER. I don't know.

Mr. GILES. I don't recall.

Miss HARPER. I do know that we have been told that we have lost a sufficient number that it will be a decrease of about $300,000.

Mr. FORD. That would be if the law continued without change?

Miss HARPER. That's right.

Mr. GILES. Let's go back to your question, though. This might give you some bearing. We had approximately 13,000 some students then. We now have 9,000–well, almost 10,000 students in grades 1 through 12. We have better than 10,000 students if we include the kindergarten.

One other thing that we didn't bring out, either. I think our kindergarten program really gave direction to the State of South Carolina; in fact I am pretty sure of that, and we are not boasting about it, but we were happy that we were able to demonstrate in a poor county like Williamsburg the need for those experiences.

Mr. FORD. Do you have access to the 1970 census data that shows income levels for your county?

Mr. GILES. Yes; it is up a little.

Mr. FORD. Have you done any research on your own to determine what the difference between a $2,000, $3,000, and $4,000 level of measurement would do in your county?

Miss HARPER. If we used the 4,000, we would probably have about 82 or 83 percent of our people considered eligible or, you know, in that income bracket below the 4,000. Presently we have about 75 percent below the current cutoff figure.

Mr. FORD. You don't make a significant increase between 2 or 4 thousand, then, do you?

Mr. GILES. Not significant.

Mr. FORD. Do you have an audit exception now with the Department of HEW? Are they questioning your expenditure of the title I funds?

Mr. **Giles**. Not to my knowledge.

Miss **Harper**. Not to my knowledge. Title I has always sent review teams, and there was in the newspaper, about a month or two ago, a question, and William County was one of the counties cited, that said we had not met certain HEW guidelines.

Mr. **Ford**. Was that the selection of target schools?

Miss **Harper**. Well, not precisely that. This was in terms of unifying schools, and there had been a suggestion that a school that's out —most of our schools are all quite rural—out about 14 miles from Kingstree, the one sizeable village, to be paired with the Kingstree schools. This was later worked out by our county superintendent and HEW officials, but apparently the question, when it came up a few months ago, was based on a 1970 court matter, rather than the current one.

Mr. **Ford**. I am wondering, do you have target schools throughout the system?

Miss **Harper**. They are all low income.

Mr. **Giles**. We have unified to the extent that we qualify in all of the school systems. Now I am told, or we have been told by our title I coordinator that there is a possibility that if we follow a study that South Carolina has done, if we followed it one way, we would lose approximately $300,000. Since you left the other day he told me that there is a possibility that it could go as much as $500,000, if you continued funding at the current level of fundng, following that procedure. It is the Urbanetics study that was done down there.

Miss **Harper**. This, of course, is a study the State had made for, I'm sure, many kinds of purposes. For example, one of our schools that unquestionably houses close to 90-percent disadvantaged, by any critera you chose to use, would be one of those that would not be considered a target school. It's entirely too complicated for me to understand, so I couldn't explain it, but several of the schools were identified. I think they are in populated areas where industry, or one thing or another, maybe contributes more money, but in those few cases, unfortunately, their children are not in public schools.

Mr. **Ford**. They told us about Charlotte, N.C. that one of the results of desegregating the schools and going to unitary system was that they have an assignment pattern that takes a child away from the neighborhood where he actually lives, to a school a little way away, and that when that happens, they have been told that they use the statistics on the district where he lives.

You take a disadvantaged child out of that district, he goes to another district that doesn't fit as a target school, he loses the program. They indicated that they have checked with the Office of Education and have been told that they can get no relief. Is that the reason for your situation on the 90-percent scale?

Miss **Harper**. No. You see, we are so rural, we are 90-percent rural, so you would have a hard time taking one of us too far. But no, we do not, we have always had consolidated schools out in fields where we bus in our people. In this regard, or any other, it is our opinion that what we were forced to do that we should, indeed, have done long before, and that was to unify our school system or desegregate, whatever adjective you wish, has been the greatest help for

Williamsburg County. It forced us to look at ourselves, and it has been tremendous.

Mr. PERKINS. What did you say the square miles in Williamsburg happen to be?

Miss HARPER. Nine hundred thirty-one, almost all rural.

Mr. FORD. And there's only 34,000 people, 9,000 schoolchildren?

Mr. GILES. Ten thousand three hundred thirty-eight, I believe is the figure, if we include the kindergarten kids. Of course, when we unified we did pairing for the most part. Busing has never been a problem in our area.

Mr. FORD. Thank you.

Chairman PERKINS. What is the size of your school in Pike County, Mr. Roberts?

Mr. ROBERTS. Seven hundred seventy-nine square miles, with 15,000 children.

A VOICE. I thought we had the largest county east of the Mississippi River. They are larger than we are.

Mr. FORD. It must take you all day to gather up enough people for a class.

Chairman PERKINS. Let me ask you one concluding question.

What would happen if you lost 10 percent of your money? And, on top of that, what would happen to the efficiency of your title I program if you lost another 10 percent?

Mr. GILES. Well, we have spent at least 3 weeks trying to anticipate and make some plans, and we decided that we'd look at all of the programs and we would, perhaps, out proportionately from the various programs that are being funded from title I funds. We have a massive health program, for example; we have the early childhood program, and we would perhaps trim a little, but the decision really hasn't been made, but we would have to cut back. We may have to use fewer aides at our higher grade level.

Chairman PERKINS. Do you want to respond to it?

Miss HARPER. Yes, please. Thank you.

My own reaction to this is that for every dollar—I think in terms of a child, I am not the least bit concerned in the long run of it about the adults who may be displaced from their jobs. I would probably be the first to go, because I believe the child is educated in the classroom. I believe that we can compensate, notwithstanding the child's background, and we can only do it in an environment where the child can experience the learning process. So every time we take a dollar out of the school system, for whatever purpose, and if that means removing an adult for interactive purposes, or whatever, then I would suggest that for every $140 that we lose in title I or Federal money, we have robbed a child, from my point of view, in Williamsburg County, of his chance for life in these United States.

I couldn't say it more strongly. I believe I could prove it.

Chairman PERKINS. Thank you very much.

Any further questions, Bill?

Mr. FORD. No, that's it.

Chairman PERKINS. Our next witness is Mr. Floyd.

I want to thank all of you gentlemen for being patient. Some of my school superintendents have already left. I wish we could have gotten to them earlier, but it is difficult to hear everyone in a short period of time.

Identify yourself for the record.

STATEMENT OF LEO FLOYD, TITLE I COORDINATOR, GREENUP COUNTY, KY. SCHOOLS

Mr. **Floyd**. I am Leo Floyd from the Greenup County School System, title I coordinator.

Chairman **Perkins**. Where is Mr. Lauderbach? Did he get away?

Mr. **Floyd**. He couldn't come today.

I am supposed to make statements on adult education and the title I program.

Chairman **Perkins**. Go ahead with your title I.

Mr. **Floyd**. To start off with, if we receive the cut that it appears we will, it will seriously damage the program. About 80 percent of our title I funding goes toward a reading program that is operated in all elementary schools in the county, and we handle approximately 1,500 students.

Chairman **Perkins**. Out of a total of what number?

Mr. **Floyd**. We have 4,500 students, a little bit over 4,500 right now, I think, in 12 grades, but the title I program operates only in the elementary school.

We have 22 employed as reading teachers, 11 of them fulltime, and 11 of them that are half-time teachers and half-time librarians. This means that we have roughly 100 classes a day of reading.

Now these children, these 1,500 or so children, don't receive one class per day for 175 days. It's something more like two times a week. Some of them are there all the time, but we try to operate in such a manner that they are only in a reading class for whatever time is required to do the work. Some of them have been in the reading program for several years, some of them have only been in for 6 months, but in a year we usually get around 1,500. We don't know what to do about next year, of course, and we think it would cripple the program if we don't know by sometime around the 1st of May what our grant will be. The grant would have to be pretty close to what it is this year, or we would have to completely reorganize.

Our tentative grant for this year was $255,000, and we were told the other day that we can expect to get $6,000 more. The $255,000 is 85 percent of what it was the year before, which was $300,000, slightly over, and the year before that it was $305,000, so you see, we haven't made any financial progress for 3 years, and inflation being what it is, and everything, we have been in quite a pinch.

We bought no hardware of any type for a number of years, we have done no building or construction for a number of years, and I can't see it in the future, either.

Our pupil cost in title I was about $266 last year, and this year it probably will drop somewhat because of the fact that we just don't have the money. There are some interesting figures that we can give. The director of pupil personnel prepared these for me. Our average attendance, average daily attendance for the past 6 years in which title I has been in effect is 94.31, which is quite high even here in

Kentucky. That's an increase of almost three-quarters of 1 percent over the preceding 6 years. I am sure that doesn't seem like a significant figure, and the director of pupil personnel is not sure that it can be attributed to title I, but we called a neighboring district which has a very small title I grant, and their figures have gone just the opposite. Their attendance has actually dropped, whereas, ours has increased. We'd like to think that it is a result of title I.

I brought a typical evaluation at one of our elementary schools. This is sorted from a pile of forms we have to turn in on our evaluation. We concentrated in the primary grades, so the opening or top report here is the sixth grade. It is reporting on 15 students who are, as I say, in the sixth grade. Their pretest score was 3.8 average; their post-test was 4.5. That's a difference of seven tenths of 1 year, which isn't very much growth, but when you figure they only grew 3.8 years in 6 years, it still is an improvement.

As we drop down to the fifth grade, we find there was a 1.6 years difference, which is very significant; fourth grade was 1.5; third grade was 1.4, and in the second grade it was .8, which again is a significant growth for these children.

Our program has changed over the years by going more heavily into reading. At first reading was only a small part of it, but as we learned more of our needs, we dropped other programs and now are almost exclusively into reading.

Chairman PERKINS. The first few years to some degree, I think, we will all have to admit were trial and error, and then you went to reading and mathematics and found better ways to spend the funds, better results, I mean, better achievement results, is that correct?

Mr. FLOYD. That is correct, and actually title I does not do anything in mathematics. Now we did help with a computer program up until this year. Again because of budget problems, we were forced to drop it. We were forced to drop health services 2 years now, any kind of personal health services for children, because we simply couldn't make the dollars go far enough to do it.

Chairman PERKINS. Mr. Ford, go ahead.

Mr. FORD. What has been the change in your student population from 1960 to 1970?

Mr. FLOYD. Well, student population has dropped a little bit, but the overall adult population in the county has increased. We are different, in that respect, from most other counties in the State. It has been a very small drop.

Mr. FORD. Your population is getting older?

Mr. FLOYD. Yes, and I think people moved in, too, because we do have a fair amount of industry.

Chairman PERKINS. Has your poverty population dropped any?

Mr. FLOYD. Not that we can tell. In going by lunchroom figures, which is what we use, it appears, at least in some areas of the county, it has increased considerably.

Chairman PERKINS. I would think so, with all the railroad shops and so forth closing in the county.

Mr. FLOYD. Of course, you understand the population figures I gave you are now 3 years old. We know that at least in one of the communities the shops virtually have closed up and we don't have any exact figures on this, but it has had a serious effect. We are told that our county population has increased.

Chairman PERKINS. Thank you very much, Mr. Floyd. You have been very helpful to us.

All right, Arnold, you and your superintendent may come around.

Do we have anybody else here from any of the other Greenup schools who wants to make a statement?

Identify yourself for the record and begin.

Without objection your prepared statement will be included in the record.

[The statement referred to follows:]

STATEMENT OF TILDEN DESKINS, SUPERINTENDENT, PIKE COUNTY SCHOOLS, PIKE COUNTY, KY.

Honorable Carl Perkins, members of the House Education and Labor Committee, Fellow Educators, and Guests. I am Tilden Deskins, Superintendent, Pike County Schools, Pike County, Kentucky. I welcome the opportunity to testify before your committee on behalf of Federal Aid to our schools. Today, I address you on behalf of the Elementary and Secondary Education Act—More specifically Title I and Adult Basic Education.

In today's world few people would question that quality free public education is a must if we are to survive, grow, and prosper as a free people. Unfortunately, however, our forefathers have failed to provide an adequate and equitable system to finance the needs of education. Today in this land of plenty, in the richest nation on the face of the earth, we have thousands of children attending school in substandard classrooms and without adequate supplies and tools with which to learn. These children, all, are the future citizens, voters and leaders of our nation.

As you know, our County is in the heart of Appalachia, for the most part a poverty stricken area, and our people cannot support the kind of educational programs demanded for today's children. Poor schools and substandard educational programs were for many years a blight upon our land and its people. Only recently have we began to see some light over the horizon—in the form of categorical compensatory Federal Aid to education. Now, it seems that storm clouds threaten even this meager aid.

A recent survey reveals that 52% of all Pike County students are from families which are economically and educationally deprived; and possibly an even greater percentage of the total school population may be culturally deprived when measured by today's standards. Because a majority of Pike County students are primarily concerned with obtaining the basic necessities of life they have neither the time nor inclination for aesthetic pursuits if, indeed, such things were available in Appalachia. This lack of cultural exposure leaves the Pike County child at a distinct disadvantage when compared with the suburban youth. Furthermore, a careful study indicates that the correlation between the number of children from deprived homes and those children diagnosed as poor readers is very high. A recent evaluation indicates that, of those children eligible for Federal assistance, 57% were at least one year behind in reading comprehension.

With your permission I would like to react briefly to the Elementary and Secondary Education Act and its impact on our County and school district. This law is a landmark piece of legislation and, as conceived, an excellent step in the right direction. Because of its impact for good in our schools, it should become a benchmark for future educational legislation. Let us look at what it has done for Pike County, Kentucky. It has enabled us to develop a massive reading improvement program that is reaching some 3,600 children in need of improved reading skills. It has enabled us to develop a pre-school readiness program for the most needy children in our County. It has enabled us to offer supportive services such as emergency medical, dental and clothing; counseling services; social work and attendance services for those in need so that they can attend school and take advantage of all the fine educational programs. And what is most important, these programs funded under Elementary and

Secondary Education Act work. They are achieving significant results in Pike County. School attendance is improving, the dropout rate is down, and there has been a significant improvement in the tested reading skills of program participants.

Though our Title I reading programs have enjoyed great success, our studies indicate that the program is reaching barely 50% of those children who are eligible and in need of this special assistance. During the 1972 school year we were able to provide special reading instruction for approximately 3,603 students our of 6,500 who were judged to be deficient in reading. While the success of those participating in Title I reading programs is encouraging, we must also be concerned for those needing the program who we could not accommodate.

Judged by any yardstick, whether standardized tests or more subjective data, the Title I reading programs in Pike County are working and enjoying great success. These programs were first begun in the Pike County Schools in 1967–68. Since that time the overall reading achievement for pupils in the Pike County Schools have shown a steady pattern of growth. As a result of this, our children are enjoying greater success in the classroom, and the drop out rate has been reduced. The following data will briefly show by way of statistics the fact that Title I programs are working in the Pike County School District:

ESEA TITLE I READING PROGRAM, 1968–72

Year	Eligible pupils	Pupils enrolled in title I programs	Average gain in overall reading achievement
1972	8, 545	3, 603	1. 1
1971	8 332	2, 580	. 9
1970	8. 616	2, 900	1. 0
1969	8, 498	2, 800	. 8
1968	9, 365	2, 800	1. 4

The above statistics are more significant when you consider the fact that the children participating in the program were educationally deprived and much behind at the beginning of the program. It can be extremely gratifying to see those children who are handicapped by reading difficulties suddenly "catch fire" and return to the classroom and become successful participants in the school program.

I must not miss this opportunity to say something on behalf of our preschool and readiness program which has been made possible with Elementary and Secondary Education Act, Title I funds. Through this program we have been able to involve some 500 five year olds from economically and educationally deprived homes in a pre-school readiness program. As a result of this program, these children are able to enter the regular school program with a background of experience that has enabled them to make an early adjustment to school and make better than normal progress as measured by nationally recognized achievement tests. Also, as a result of their pre-school program, retention in the first grade has been reduced by more than 75%. Thus, we have been able to take those children who, by reason of economic circumstances, had little opportunity to grow and develop and give them an early start at a time in their lives when such programs can be most effective. Based on the results we have achieved, we are convinced that this is one of the most effective programs that any school district could have. It follows the dictates of the old Proverb "An ounce of prevention is worth a pound of cure", for it takes the child before his problems and inhibitions develop and gives him the confidence and encouragement so necessary to success in school and in life.

With your permission I would also like to say a few words about adult basic education. Only yesterday the press carried a report that the adult population in Kentucky had the lowest education level in the nation. Needless to say, the need for adult basic education programs is greater today than ever before. Most all modern day jobs require more education because of advances in mechanization.

The educational level of adults in Pike County average about the 5th grade. If these people are to become employable they will have to have a higher level of education. This need can be met only through adult basic education programs.

Now, as in the past we have very limited adult education programs in our county. A recent study shows that in the past 2 years 128 men and women have received high school equivalency diplomas as a result of these programs and that we now have 38 persons seeking college degrees who finished high school by way of our adult basic programs.

If we are to meet the need of our people the very limited adult education programs of the past must be greatly expanded. The cost for such expanded programs would not be great and would be an excellent investment in America. I feel that we should give some thought toward combining our adult basic programs with programs offering technical and vocational skills as such programs would be more effective in preparing adults for employment.

I know that today we have our critics and our prophets of doom. We have always had these people and perhaps we always will. I know of no better test for a program such as Elementary and Secondary Education Act than to judge it by the fruit that it bears. I can not speak for others, but I can speak for the programs in Pike County. They are working and they are producing good fruit. I know of no better or lasting investment for government than an investment in people, and Elementary and Secondary Education Act is an investment in people—for with education comes quality.

I am here to say to you that the Congress must assume its rightful place and responsibility in attending to the need of education. While with the help of Elementary and Secondary Education Act we have been able to make some progress, the demands of today are great and the job is not finished. Much work must yet be done if every American boy and girl is to enjoy his birthright—a good education—and realize his fullest potential as an individual. Federal assistance to education must be expanded, not cut, and the Congress must play an ever-increasing role in underwriting the cost of education. I urge you to, and I know that you will, leave no stone unturned in an effort to see that Elementary and Secondary Education Act is not only refunded, but expanded and that categorical compensatory education programs are kept alive and viable. Revenue sharing may have its merits, but it is not the answer, and as presently proposed can and will not meet the needs of our boys and girls. In my opinion, revenue sharing for education will work effectively only when the money appropriated is in an amount sufficient to give general Federal Aid to education.

Rapidly we are coming to realize that with the cosmopolitan nature of our land and the premium which we must place on quality in the training of our people, this nation can no longer afford, permit, much less tolerate, poor and ineffective schools anyplace, whether it be Harlem or Appalachia. Recent surveys show that over 75% of those graduating from Pike County High Schools become residents, voters and tax payers elsewhere—whether in Michigan, Illinois or California. The Congress must take cognizance of this fact! In a world that is placing more and more emphasis on quality education for all its citizens, the United States must, if it would maintain a position of world leadership, be in the forefront of this movement in seeing that all of its citizens have available to them the best education possible and from which they can profit. We have no new geographical frontiers to conquer; there are no new lands to add! We must face the fact that our nation can grow and prosper in the twentieth century only as we can improve the overall quality (education and health) of our people. The Communist World—the Soviet Union and China—recognize this fact and are devoting a large share of their National resources to this end. America can and must do no less.

In the past, America has been great because the average American was a little better educated and had a little more technical know how than his European and Asiatic brothers. This may not be true in another generation, if America does not take steps now to see to it that we do maintain the quality of our educational systems. In the past, the local school districts and the states have done an acceptable job, but in this day of inflation and rising costs and while local revenues remain relatively stable, the cost of the program is rapidly outdistancing the means and local school districts cannot keep up. The Congress and President must view this situation with the gravity it demands. Local school districts need help badly and they need it now. Title I and other compensatory education programs offer the best formula yet devised to get the still limited Federal funds to the areas and programs of greatest need.

I want to thank you your honor for the opportunity of coming before your committee on behalf of the boys and girls of this nation. The pleasure has been all mine.

STATEMENT OF TILDEN DESKINS, SUPERINTENDENT, PIKE COUNTY, KY., SCHOOLS, ACCOMPANIED BY ARNOLD ROBERTS, FEDERAL COORDINATOR

Mr. Deskins. Honorable Carl Perkins, members of the House Education and Labor Committee, fellow educators, and guests. I am Tilden Deskins, superintendent, Pike County Schools, Pike County, Ky. I welcome the opportunity to testify before your committee on behalf of Federal aid to our schools. Today I address you on behalf of the Elementary and Secondary Education Act, more specifically, title I and adult basic education.

I hate to put an article in someones' face and then have them to read it, but there is some information in this 7- or 8-page document that is very good and fits our situation.

In today's world few people would question that quality free public education is a must if we are to survive, grow, and prosper as a free people. Unfortunately, however, our forefathers have failed to provide an adequate and equitable system to finance the needs of education. Today in this land of plenty, in the richest nation on the face of the earth, we have thousands of children attending school in substandard classrooms and without adequate supplies and tools with which to learn. These children, all, are the future citizens, voters and leaders of our nation.

I want to digress just a second and state that I believe Congressman Quie earlier stated about the Headstart and kindergarten, putting them together and separating the rich and the poor. We have always had our kindergarten and preschool programs together. In other words, our more wealthy children, shall I say, and the poor children, we have had them in one classroom and we fought OEO from the beginning so that we could do that.

I also would like to digress just a second, too. Pike County, since we have just been listening to South Carolina, is the second greatest Pepsi-Cola drinking section in the world. We have, in seven or eight eastern Kentucky counties, the average per-person drinking Pepsi-Cola is about 301 per-person, per-year. Only one area beats us on Pepsi-Cola drinking, and that is an area in South Carolina. I thought I would bring that out.

As you know, our county is in the heart of Appalachia, for the most part a poverty stricken area, and our people cannot support the kind of educational programs demanded for today's children.

By the way, Congressman Ford, if you want to interrupt me or stop me at anytime, fine.

Poor schools and substandard educational programs were for many years a blight upon our land and its people. Only recently have we began to see some light over the horizon, in the form of categorical compensatory Federal aid to education. Now, it seems that the storm clouds threaten even this meager aid.

A recent survey reveals that 52 percent of all Pike County students are from families which are economically and educationally deprived; and possibly an even greater percentage of the total school population may be culturally deprived when measured by today's standards.

Mr. Ford. How did you measure that 52 percent? What criteria do you have?

Mr. **Deskins**. I have Mr. Roberts here, our Federal coordinator, and I think he could probably answer that better than I could.

Mr. Roberts.

Mr. **Roberts**. We have a running series of studies that incorporate the 1960 census, and we, like others, do do a study each April.

Mr. **Ford**. What is the definition of an economically deprived person, as used in this sentence?

Mr. **Roberts**. The criterion used here was a $3,000 family income.

Mr. **Ford**. And the definition of educationally deprived?

Mr. **Roberts**. I suppose you can say there is an assumption here. We used them synonymously.

Mr. **Deskins**. I was going to add a moment ago that we probably, like William Cheek from Lawrence County, could qualify 100 percent of our children, because they are culturally deprived, too, because we have some children that have never been out of Pike County, and I'd say I'd have to state they are underprivileged.

Mr. **Ford**. How does that 52 percent compare with what the census said about you in 1960?

Mr. **Roberts**. In 1960 it was around 51 percent. There is very little change. Of course, I don't have the 1970 census data.

Mr. **Ford**. What does that mean in real numbers? If the percentages stayed the same—how many children did you have? In other words, you must be losing in real numbers economically deprived children, because if the percentages stay the same when you go from 2,000 to 3,000, that means somebody has left.

Mr. **Roberts**. Yes. Our county is an area that is losing population to your northern, urban centers rather rapidly. For example, between 1960 and 1970, the census of Pike County went from 68,000 to someplace around 62,000, and there was a corresponding drop in the enrollment in our public schools.

Mr. **Deskins**. At one time, Congressman Ford, about 15 years ago, we had about 23,000 students in Pike County. At this time we have only got about 15,000, so in the last 14 or 15 or 16 years we have lost 7,000 or 8,000 students. We have been losing on an average of anywhere from 300 and 400 students per year for the last few years, and we are beginning to level off slightly the last year or two.

Now this year we are almost keeping our own, holding our own. We have got a statement later about how you people from up at Detroit get our graduates and we have to keep the nongraduates.

Mr. **Ford**. I think we are getting some of your kids, and I am trying to get Carl to let some of that money follow them up there.

Mr. **Deskins**. Well, see, the graduates are the ones that do go on to school and get a few skills. They leave us because there are no jobs around our area, and they go up to Detroit and Chicago and Columbus.

Mr. **Ford**. I want you to know I am very grateful, because they generally vote Democratic when they get up there, and that's why I am in Congress.

Mr. **Deskins**. Well, they are that. Those that do not graduate from high school we keep, and you know what that means to us, the problems it creates for us.

Shall I go ahead?

Mr. **Ford**. Yes, please.

Mr. **Deskins**. Because a majority of Pike County students are primarily concerned with obtaining the basic necessities of life they have neither the time nor inclination for esthetic pursuits if, indeed, such things were available in Appalachia. This lack of cultural exposure leaves the Pike County child at a distinct disadvantage when compared with the suburban youth.

I'd like to make a statement here, too, that's not in the text. I feel like that our youngsters, and even some of the adults, they have been in the isolated area all their life, and when they do get out into the most sophisticated society, shall I say, they don't have the confidence, they don't have the confidence that a lot of people have. I believe that with all my heart.

Furthermore, a careful study indicates that the correlation between the number of children from deprived homes and those children diagnosed as poor readers is very high. A recent evaluation indicates that, of those children eligible for Federal assistance, 57 percent were at least 1 years behind in reading comprehension.

I would like to also add to that. For years and years—this makes me 30 years in education—Kentucky has usually been 2 years behind the national norm. Pike County-no, I am wrong. Kentucky has usually been about 1 year below the national norm, and Pike County usually, until a few years ago, has been 2 years below the State norm, but this year I feel like because of title I, we are up to the State level, maybe a little ahead of the State level, and not too far behind the national norm, and I feel like that speaks well for title I.

With your permission, I would like to react briefly to the Elementary and Secondary Education Act and its impact on our county and school district. This law is a landmark piece of legislation and, as conceived, an excellent step in the right direction. Becaiuse of its impact for good in our schools, it should become a benchmark for future educational legislation. Let us look at what it has done for Pike County, Ky. It has enabled us to develop a massive reading improvement program that is reaching some 3,600 children in need of improved reading skills. It has enabled us to develop a preschool readiness program for the most needy children in our county.

I stated, I believe, a moment ago, that Congressman Quie felt like preschool was part of our reading program.

It has enabled us to offer supportive services such as emergency medical, dental, and clothing; counseling services; social work and attendance services for those in need so that they can attend school and take advantage of all the fine educational programs.

I have to comment here in addition to what I have here. This lady and gentleman previously stated that they had 94 percent of attendance. Well, our attendance for the whole last year in Pike County, and it's probably the most mountainous terrain that you can imagine, we had about 96 percent ADA attendance, and we have one of our greatest problems of transportation.

These programs funded under Elementary and Secondary Education Act work. They are achieving significant results in Pike County. School attendance is improving, the dropout rate is down, and there has been a significant improvement in the tested reading skills of program participants.

Though our title I reading programs have enjoyed great success, our studies indicate that the program is reaching barely 50 percent of those children who are eligible and in need of this special assistance. During the 1972 school year we were able to provide special reading instruction for approximately 3,603 students out of 6,500 who were judged to be deficient in reading. While the success of those participating in title I reading programs is encouraging, we must also be concerned for those needing the program who we could not accommodate.

Judged by any yardstick, whether standarized tests or more subjective data, the title I reading programs in Pike County are working and enjoying great success. These programs were first begun in the Pike County schools in 1967–68. Since that time the overall reading achievement for pupils in the Pike County schools have shown a steady pattern of growth.

As a result of this, our children are enjoying greater success in the classroom, and the dropout rate has been reduced. The following data will briefly show by way of statistics the fact that title I programs are working in the Pike County School District.

[Information follows:]

ESEA TITLE I READING PROGRAM, 1968–72

Year	Eligible pupils	Pupils enrolled in title I programs	Average gain in overall reading achievement
1972	8, 545	3.603	1. 1
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1970	8, 616	2, 900	1. 0
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1968	9, 365	2, 800	1. 4

Again I'd like to stress the fact that was stated earlier by another committee, when we look at these statistics, and you can look at those yourself going across the page, if these children are the underprivileged, the culturally and economically deprived, the ones that live up in the head of the hollows, and some of them walk 2 and 3 miles to the main road and catch a bus and maybe ride 15 or 20 miles, and many of these children never get a newspaper, some of them will never have a magazine, they might have a Sears, Roebuck catalog, but you can see those statistics across the page there.

In 1968 they improved 11.4, and in 1969, .8, and so forth, and I won't take time to read those off.

The above statistics are more significant when you consider the fact that the children participating in the program were educationally deprived and much behind at the beginning of the program. It can be extremely gratifying to see those children who are handicapped by reading difficulties suddenly "catch fire" and return to the classroom and become successful participants in the school program.

I must not miss this opportunity to say something on behalf of our preschool and readiness program which has been made possible with Elementary and Secondary Education Act, title I funds.

I feel like that I'd like to state that our preschool program has been a model, shall I say, for the State, because as I stated before, we put the children together that were on different economic levels, and we feel like that the State legislature, not followed ours specifically, but ours was investigated and looked at hopefully in the future to fund a preschool program. The legislature 2 years ago passed a bill to have 100 pilot preschool programs in the State of Kentucky.

I think Mr. Roberts, correct me if I am wrong, I think Mr. Roberts asked for 4 pilot programs out of the 100 in the State of Kentucky, hoping to get 2, but we got 1. So I feel like that—our preschool program has worked.

Mr. QUIE. Preschool is prekindergarten?

Mr. DESKINS. Five years old, yes.

Mr. ROBERTS. We have no public kindergarten in this State, sir.

Mr. DESKINS. Through this program we have been able to involve some 500 five-year-olds from economically and educationally deprived homes in a preschool readiness program. As a result of this program, these children are able to enter the regular school program with the background of experience that has enabled them to make an early adjustment to school and make better than normal progress as measured by nationally recognized achievement tests.

I have asked dozens and dozens of first grade teachers if the kindergarten program helped, and always they said that it was one of the greatest things that ever happened.

Also, as a result of this preschool program, retention in the first grade has been reduced by more than 75 percent.

Mr. QUIE. Say that again. What did you say?

Mr. DESKINS. As a result of this preschool program, retention in the first grade has been reduced by more than 75 percent.

Mr. QUIE. I see.

Mr. DESKINS. Thus, we have been able to take those children who, by reason of economic circumstances, had little opportunity to grow and develop and give them an early start at a time in their lives when such programs can be most effective. Based on the results we have achieved, we are convinced that this is one of the most effective programs that any school district could have. It follows the dictates of the old Proverb "An ounce of prevention is worth a pound of cure", for it takes the child before his problems and inhibitions develop and gives him the confidence and encouragement so necessary to success in school and in life.

I don't think there is much use for me to go into the adult basic education, because you heard that. It is an important phase of our program, and I will skip on over to a little farther on over and come back to title I or ESEA, shall I say. Many of these things have been stated. I'd like to say that I know that you gentlemen will leave no stone unturned in an effort to see that the Elementary and Secondary Education Act is not only refunded, but expanded and that categorical compensatory educational programs are kept alive and viable.

Revenue sharing may have its merits, but is not the answer as far as we are concerned, and as presently proposed can and will not meet the needs of our boys and girls, because as you people know, if the judges, courts get the money, they like to put it on roads, everyone that's after them, Congressman Perkins, unless it is earmarked.

We'd like to have any money coming through revenue sharing earmarked. Personally I think it would be better to come through the direct boards of education and the State department of education.

Mr. QUIE. General revenue sharing is earmarked not to go to education.

Mr. DESKINS. Right.

Rapidly we are coming to realize that with the cosmopolitan nature of our land and the premium which we must place on quality in the training of our people, this Nation can no longer afford, permit, much less tolerate, poor and ineffective schools anyplace, whether it be Harlem or Appalachia. Recent surveys show that over 75 percent of those graduating from Pike County high schools become residents, voters, and taxpayers elsewhere—whether in Michigan, Illinois or California.

Mr. QUIE. Are you increasing the percentage that are graduating so you can get more of them up there?

Mr. DESKINS. Yes, we are sending more all the time.

Mr. FORD. I wonder what it would be like if we didn't have 10-percent unemployment in the Detroit area.

Mr. DESKINS. Well, you are in a good situation. What if you had those that did not graduate and they were walking the streets and after us for jobs, on welfare, and so forth.

The Congress must take cognizance of this fact: In a world that is placing more and more emphasis on quality education for all its citizens, the United States must, if it would maintain a position of world leadership, be in the forefront of this movement in seeeing that all of its citizens have available to them the best education possible and from which they can profit. We have no new geographical frontiers to conquer; there are no new lands to add. We must face the fact that our Nation can grow and prosper in the 20th century only as we can improve the overall quality, education, and health of our people. The Communist world, the Soviet Union and China, recognize this fact and are devoting a large share of their national resources to this end. American can and must do no less.

The reason I feel like that we have been ahead of Russia, if I may say so, in the years past, is because we could go out here in any walk of life and get a person that is technically trained to do a certain job with very little training, where the people in Russia, they can't go out and just pick anybody with a few months' training, pilots and so forth, they couldn't do it, and it is because of our education.

In the past, America has been great because the average American was a little better educated and had a little more technical knowhow than his European and Asiatic brothers. This may not be true in another generation, if America does not take steps now to see to it that we do maintain the quality of our educational systems. In the past, the local school districts and the States have done an acceptable job, but in this day of inflation and rising costs and while local revenues remain relatively stable, the cost of the program is rapidly outdistancing the means and local school districts cannot keep up. The Congress and President must view this situation with the gravity it demands. Local school districts need help badly and they need it now. Title I and other compensatory education programs offer the best formula yet devised to get the still-limited Federal funds to the areas and programs of greatest need.

I'd like to thank all of you for inviting us and Mr. Roberts would be glad to let you fire any questions at us concerning Pike County.

Chairman **Perkins**. Bill.

Mr. **Ford**. Mr. Chairman, I haven't done this before. I would like to ask unanimous consent that the prepared statements that have been presented to us be inserted in the record at the proper points.

Chairman **Perkins**. Without objection, so ordered.

Mr. **Ford**. What is the makeup of your school income? How much from the State and how much from local taxes and how much from Federal funds?

Mr. **Deskins**. Our total budget is, in round numbers, including Federal aid and all of our Federal projects, roughly 10 million. Our Federal income, all programs, correct me, Mr. Roberts, is roughly $2,700,000?

Mr. **Roberts**. Something in that neighborhood. That includes school lunch reimbursement, and all.

Mr. **Ford**. That's for a school population of how many?

Chairman **Perkins**. Break that 2 million down.

Mr. **Roberts**. Title I ran last year $1,380,000. I have the figures but I didn't bring them. Our headstart program ran $196,000; our lunch reimbursement, I don't know exactly what that is, but it is figured in there, title II, all the title programs, plus our NDEA, and so on. I think title II was $13,000, which would be library books.

Mr. **Deskins**. We have the follow-through program, and it is a little over $200,000.

Mr. **Roberts**. No, it's $144,000 I believe.

Mr. **Deskins**. And we have what we call the career opportunity program, that is roughtly what?

Mr. **Roberts**. One hundred eighty thousand.

The breakdown in our county, of every school dollar that is spent in the foundation program on education in Pike County, only 12 cents comes from local sources; the State is pumping in 88 cents. Now this doesn't take into consideration the Federal money.

Mr. **Ford**. What is the per pupil expenditure?

Mr. **Deskins**. Three hundred forty, in round numbers, was it not, Mr. Roberts?

Mr. **Roberts**. I believe in title I now; it depends on the program. In our preschool program we are spending roughly $300 per child; in our reading program, we are almost totally in those two areas, we are spending around $345. Now the State expenditure that doesn't take into consideration your title moneys, and so on, I believe, Mr. Deskins, it runs about $472 for this past year.

Mr. **Deskins**. Yes, it does. We have about 15,500 children over mountainous terrain, 786 square miles, and some of that is not this way, but up and down [indicating]. The area starts from the creek, as Congressman Perkins knows.

Chairman **Perkins**. That's what I am getting at. How many buses do you have to run in Pike County?

Mr. **Deskins**. I can tell you exactly. We have 119 regular large buses, and then we have about 25 of what we call contract haulers. Those are the people that we give contracts to haul the children out of creeks and hollows that buses cannot get to. So overall, we'll have about 150 drivers or vehicles going morning and every afternoon, and that's not even counting our Head Start drivers.

How many are there, Mr. Roberts?

Mr. **Roberts**. We involve a total of 101 people there.

Mr. **Deskins**. Our regular program will spend over $500,000 alone for transportation. Until last year, you know—sometimes you can't run to keep up—we bought 20 new buses last year, and you know we do not get any reimbursement from the State if the buses are over 8 years old. So before last year the most that the previous superintendent ever bought was 12, and we bought 20 last year and we are buying 20 this coming summer. So we are trying to catch up where we can get reimbursement money from the State because of not having our buses outdated.

Mr. **Ford**. You keep buying them, we'll keep making them.

Mr. **Roberts**. Until this year we were using some school buses 12 years old, believe it or not.

Mr. **Ford**. We make them for export in Michigan, too.

Mr. **Deskins**. We are buying 20 this summer.

Chairman **Perkins**. You still lose a lot of your good teachers, Mr. Deskins?

Mr. **Deskins**. Well, we've got teachers flowing out of our ears. Yes, we lost a lot of good teachers, but still, goodness gracious, unless we know that this program is going to be funded, we are going to have to cut teachers. We've got teachers flowing out of our ears.

Chairman **Perkins**. Because of the unemployment problem throughout east Kentucky?

Mr. **Deskins**. Yes.

Chairman **Perkins**. It's that way in all walks of life, am I correct?

Mr. **Deskins**. Right.

Mr. **Roberts**. Then, too, sir, I find that other school districts are anticipating cuts, and they are cutting the teacher who doesn't live there or have families there first, so we have teachers coming back now who are being released to other places, who are seeking employment.

Mr. **Deskins**. By the way, Congressman Ford, we have, on any long weekend, I mean when we have Friday or Monday as a vacation day, you know, that is set up to run with the calendar now. In Pike County you will see, if you come up there one of those long weekends, you'll see more automobiles from Michigan and Ohio and Indiana that are Kentuckians, Pike Countians, with Indiana, Ohio, and Michigan licenses, many more up in our county.

A **Voice**. Congressman, could I ask Mr. Deskins a question?

On May 15th don't you have a deadline that you have to notify teachers?

Mr. **Deskins**. Yes.

A **Voice**. If they are not going to be employed, reemployed in September?

Mr. **Deskins**. Yes.

A **Voice**. What are you going to do on this title I program on that?

Mr. **Deskins**. We are going to have to notify all the teachers that are not tenured, which to go on tenure, which is 4 years, you have to have 4 years' experience. We are going to have to notify all those teachers that are not tenured, unless this program is funded, that they are subject to not being reemployed, which is going to make us very unpopular.

Chairman PERKINS. Because you would lose a lot of good teachers?

Mr. DESKINS. A lot of good teachers, and then it will make us very unpopular.

Mr. FORD. I think to help you word that notice so that we give credit where credit is due, state who is cutting off the money. Get even for that little slip that went in the social security check last October.

Mr. ROBERTS. But it is a tragic thing. I thought Mr. Cheek was going to tell you it would cause a superintendent to go into early retirement this morning. It is a tragic thing when, under State law, in this State it is a State law, that you have to notify a teacher about the last day of April if you are not going to use them the following year. This is mandatory, because if you don't by that date, then you are stuck with them the next year anyway. So in order to be safe, school districts in this State are going to have to notify teachers at least in an equivalent number to the Federal employees they have, so that they won't be stuck with salaries they can't pay.

Chairman PERKINS. Let me ask you gentlemen one question.

Have you made any determination as to the comparable cost of giving a disadvantaged child in Pike County the same type of service he would receive in Cleveland, Ohio, Chicago, Illinois, Indianapolis?

Mr. DESKINS. Congressman Perkins, I don't have any definite data or statistics, but I do know this. In figuring out little summer programs. Mr. Roberts has to allocate as much or more money for transportation to get up to where these children are living, and they are underprivileged. In other words, we just can't plan on programs in our area because of this condition, unless we have a lot of money.

Chairman PERKINS. I know myself that from a realistic viewpoint it costs more.

Mr. DESKINS. That's right. You hit the nail on the head in one of the other committees.

Chairman PERKINS. I don't know how to get my point across.

Mr. DESKINS. You hit the nail on the head with one of your other committees, Congressman Perkins, about we are handicapped and we are discriminated against in this way in our area. We might have elementary schools 4 miles apart. We have a principal, a librarian, music teacher, guidance counselor, and so forth, but yet, for all practical purposes, those schools are 25 miles apart, even if they are just across the mountain. We have so many schools that we have to staff with principals and librarians, so we are hurting now, our staffing, because of our administrative staff, because of our small school here, here, here, every few miles. We have schools within 2 miles of each other.

Chairman PERKINS. It is going to be difficult for the committee to see just how these things should be adjusted, unless they go right into these school systems in the city and in these rural areas to see some of these things. I am coming to that conclusion more every day.

Mr. **Quie**. I think it would be good if we had more hearings. In fact, we got more information here in Morehead, Ky., than we ever got in Washington.

Mr. **Roberts**. Mr. Chairman.

Mr. **Ford**. One of the reasons why such a large number of graduates from this school are teaching in other States is disparity in teachers' salaries. It is rather unfair to make a comparison without having that in mind.

Mr. **Quie**. What is the teachers' salary here?

Mr. **Roberts**. We are starting off at $5,700.

Mr. **Deskins**. The average salary, I'd say, is $7,500.

Mr. **Quie**. The average is $7,500, starting $5,700.

Mr. **Roberts**. It's among the lowest in the Nation.

We are dwelling on a point here that I think is one of the most often misunderstood things and often concerns me, about the bureaucacy that aften makes these decisions, and that this, that there is such a variance. In other words, Appalachia has its problems. We have our problems, but they are not the same as those you find in the ghettos of Detroit or Cleveland or Chicago. We have no integration problem; it's not a problem with us, never has been, but we have transportation problems, we have problems that very few people seem to know about or even recognize, and often times it's real difficult, even for us, to explain to the folks in Frankfort, you know, so that they understand what our problems are.

We are a bluegrass-oriented State, really, Mr. Perkins.

Chairman **Perkins**. I know all about it.

Mr. **Ford**. Just imagine what it would be if you didn't have Carl Perkins down there.

Mr. **Deskins**. Amen.

We have no integration problems. We made a survey, and we abide by all the guidelines. Our Negro population of students is twenty-five one-hundredths of 1 percent, and that is localized. We have 1 teacher in Pike County, out of about 700. That puts us over the quota of Negro teachers, and that is a librarian in one of these schools, so that brings our quota up to twenty-nine one-hundredths of 1 percent, so we are over.

Mr. **Roberts**. I was real happy to hear the committee mention the fact—I really think you folks know more about education than we do sometimes, really, but when we get to the idea of separating children on economics, segregating on economics, now, we did a real battle with some of the bureaucracies in Atlanta and Washington over our preschool people, because we felt it was just as bad to see a child over here in this corner and say, "You are a little headstart child, because your parent doesn't make much money", and then we'll put another one over here and say, "Well, your daddy makes money, so we'll put you over here". We had a real difficult time getting the folks in Atlanta to understand.

Mr. **Ford**. I don't think it's just as bad, I think it's worse, because at some stage a child who is a member of a minority group and who is being discriminated against because of that will come to realize that that's not his daddy's fault, but if he is told every time he turns around in school that, because his daddy is a failure or a bum, or whatever, therefore he is being singled out; that, to me, is far more corrosive to a young person than family life.

Mr. Roberts. It has a psychological impact the child will never overcome, that's right.

Mr. Deskins. Well, we fought with, if I may say so, with OEO for 2 years, and I was the guinea pig. He's laughing, he knows what I am talking about. We even did away with it a while, because we didn't believe just what Mr. Roberts said. We were damned if we did and damned if we didn't, because the State department said we had to have a degreed teacher, OEO said we couldn't have one over 64, so what in the world were we going to do.

Mr. Ford. In the conference committee last year Mr. Perkins fought through Al and the Senator from New York with the White House for about 6 weeks trying to broaden the base on headstart, without very much success. We were trying to get up to $6,500.

Mr. Quie. What I have been trying in my district is to have an economically integrated program where the nonpoor would pay their own way, but we have never been able to get that through OEO. We would use none of the OEO money for the nonpoor, but at least they could run an integrated program and the kids would not feel that they were there only because their parents were poor.

Mr. Deskins. We feel like we have a real good program, all of them are together. They are separated on paper, but the children don't know who is in headstart and who is in title I.

Mr. Quie. So headstart is run by the school here. You don't have any community action agency?

Mr. Roberts. We have a community action agency, but we have been on his back, and with Mr. Perkins' help for quite some time, and he leaves us alone.

Mr. Deskins. He has been on our back, too.

Mr. Quie. Great. I have got to find out from Carl how he did that.

Mr. Roberts. But in all sincerity, this is one of the things I think that sometimes people don't understand, that some of these things are handed down by people maybe who don't know very much about education in boys and girls.

Mr. Ford. We are living in an era now of hiring management experts and accountants to do these things. We work with numbers over there, not with the way programs are supposed to work.

A Voice. I was surprised in this testimony today, and I think I pretty well heard most of it, that it was never brought out real hard about ESEA was first funded with the strings attached, and a lot of these school districts were given all this money and told to spend it, and they had no classroom.

Chairman Perkins. Any further questions, Mr. Ford?

Mr. Ford. No, sir.

Chairman Perkins. Mr. Quie?

Mr. Quie. I'm out.

Chairman Perkins. Let me thank you, gentlemen.

All the prepared statements of the gentlemen who were not heard will be inserted in the record.

[Whereupon, at 5:05 p.m., the hearing in the above-entitled matter was closed.]

[The documents referred to follow:]

STATEMENT OF FRANK ROSE, SUPERINTENDENT, WOLFE COUNTY SCHOOLS, CAMPTON, KY.

Mr. Chairman and members of the committee, I am Frank Rose, Superintendent of Wolfe County Schools, Campton, Kentucky, with your permission I would like to make the following statement: As you know, Wolfe County is one of the poorest counties in this nation, Of this we do not boast—but merely state fact. Before the Elementary and Secondary Education Act came into being, Wolfe County had fourteen, seventy-five year old, one-room schools. In the one W.P.A. high school about 800 pupils were crowded into a space built for about 300. Art, Music, Industrial Arts, Library, Remedial Reading, Guidance Counselor, Social Workers had never been a part of our school curriculum because Wolfe County did not have funds—State or local to staff these positions to say nothing of space.

With the help of Title I ESEA a new high school has been built, the one-room schools have disappeared and all of the above programs are an important part of our curriculum.

In the area of Reading in the year 1968—82% of the elementary students were reading below grade level—We set about to initiate remedial reading programs, and readiness units in all of our elementary schools and also to begin remedial reading in our high school by using Title I Funds. We have reduced considerably the percentage of students reading below grade level and are continuing to broaden this aspect of our Title I Program. I might also add here that in the year of 1965 we had 50 high school graduates—We ended with 95 graduates for school year 1971–72. I firmly believe the new facility and student's reading ability being increased has meant much to our holding power and our ability in reducing the high school drop-out rate.

In the area of Music, we started from scratch—We had never been able to have a Public School Music Teacher—Band & Choral Director and so in order to enrich our curriculum—we were permitted to use some Title I funds to get these programs started. Tonight at the new Wolfe County High School Auditorium a fine arts concert is scheduled which will consit of the elementary chorus, elementary band, senior high choir, senior high band; an Art Exhibit which will be displaying the elementary and secondary students Arts & Crafts and this is not nearly the whole story—our band was invited to march in one of the Blue Grass counties recently and how proud our students and county residents were when our students brought home the first place trophy. It was their first but hopefully not the last—perhaps these things sound unimportant to you for we realize that many schools take these activities for granted but these are areas that are vitally important to any school curriculum and Wolfe County is one of those unfortunate school districts that cannot have special reading, music, art, etc., without special funding. Further let me say that many improvements have been made which cannot be measured by straight percentages from the use of Title I funding. That of change in attitude toward school and community life; better self image and a more positive outlook for the individuals future.

The current year funding of Title I has indeed met many needs, however, I must truthfully say it is definitely inadequate to meet the most pressing and urgent needs in our schools.

Title I has proved to be an effective means of reaching our disadvantaged youth. I believe it is not merely the responsibility of our government but should be considered a privilege of our government to see that every child has the opportunity to develop his potential to the fullest advantage.

Therefore, I strongly urge you to recommend and work diligently to further provide full funding of the Elementary and Secondary Education Act.

Thank you very much for this opportunity.

STATEMENT OF WOOD R. KEESEE, VICE CHAIRMAN, PIKE COUNTY BOARD OF EDUCATION, PIKEVILLE, KY.

The satisfaction of serving the public as a board of education member is equaled only by the urgency that exists in our educational system today.

Public Education is perhaps the chief instrument which a society seeks to perpetuate and extend its goals and objectives.

The services that should be rendered to our public and the services that they should expect cannot be realized without the support of the programs and resources of the ESEA title programs, with special emphasis on Title I.

I shudder to think of the condition of our schools, and more importantly, our children, without the services that they have received from Title I and other related programs.

We that are in education, whether it be in a major or minor role, need to establish goals. The goals that have been put forth by the Congress and educational leaders on the National level need not to be shortened, but they need to be expanded if we are to realize the ultimate satisfaction of each individual.

I could cite for you an endless list of perils and needs that we faced with in education. I need not. You read about them every day, and you can see and experience them in our own lives.

Our society looks to education as its special elixir and remedy. We in education look to the government to help us. We have made failures in education, but there is, however, much to be hopeful about in what we have achieved. Ther is much more to be concerned about.

We cannot meet the needs of our public without the aid that we have now become accustomed to.

I view as the single most important phase of education the development of our human resources and perhaps the best means of insuring the survival and growth of this great country of ours.

STATEMENT OF JOHN BROCK, SUPERINTENDENT, MONTGOMERY COUNTY SCHOOLS, MT. STERLING, KY.

I am John Brock, Superintendent of Schools in Montgomery County, Mt. Sterling, Kentucky where the Majestic Mountains meet the Rolling Bluegrass. I am a native Kentuckian born and reared in the Southeastern portion of this state near Pineville in the County of Bell. I have been associated with five different school systems throughout the Eastern portion of this great state. These being in the countries of Bell, Harlan, Madison, and presently Montgomery.

My purpose in appearing here today is to represent the young people of Montgomery County and others throughout our commonwealth who have—due to no fault of their own—been denied an equal educational opportunity. It is apparent to even the most skeptical that young people across our state and nation are afforded opportunities based upon their parents ability to pay or by living in an affluent school district which has the ability to financially support programs to offset their disadvantages. With all due respect to the recent supreme court decision pertaining to the financing of our schools it still appears to be morally unsound to expect a youngster from a poor district with an educationally deprived background at home to compete in and out of school with his counterparts who have the advantages of the almighty dollar.

Compensatory education, particularly ESEA Title I has taken a giant step to help alleviate this educational deprivation from which so many Kentucky youngsters have been suffering.

In Montogmery County Title I funds have been used to initiate and sometimes carry out the following programs: health services, guidance services, remedial reading services, pre-vocational services, special education services and many other. We have also used Title I funds, local funds, OEO funds, and tuition from able parents to offer pre-school experiences to all five year old youngsters in Montgomery County.

I have with me today several staff members who will share with you if you desire detail programs with statistical information to show some of the benefits educationally deprived younster in Montgomery County have received from Title I.

The first person is Donald Patrick, Federal Program Director in Montgomery County, who will give a brief resume of conditions as they existed before Title I and after Title I funds became available. He will in turn introduce other staff members. We will be glad to entertain questions at your pleasure.

In closing my remarks may I take this opportunity to invite you and other members of your staff to visit our schools in Montgomery County.

COMMENTS: MR. DONALD PATRICK, FEDERAL PROGRAM DIRECTOR

Mr. Perkins, we appreciate this opportunity to discuss with your committee the achievements, the merits, and outcomes of Title I.E.S.E.A.

I might note that I was in the Montgomery County School system for seven years before Title I and seven years since Title I began. You might say I saw the seven lean years and the seven fat ones.

I saw during the seven lean years, schools with virtually no capacity to meet the disadvantages that the improverished child or the otherwise handicapped child brought to school with him.

When I entered the Montgomery County School system in 1959, I found no special services to assist the children who lacked the basic life experiences to profit from education or who brought with them mental or physical handicaps. There were no health services, no counseling services, no special reading programs even though this problem was acute no special classes for EMR, TMR, or speech handicapped, and no summer programs or pre-school programs. Recreation and food services were very poor. Children without adequate clothing and shoes or who needed medical services were at the mercy of the P.T.A. or some civic group.

Libraries were dismal places with few books and really not open to student use except on one-day-a-week basis. There were no kindergartens or any kind of special classes geared up to meet childrens' individual paces and to alleviate failure. Teachers in overcrowded classes had not heard of teacher aides.

In essence, school was essentially a class of 30 to 35 with one teacher, few books and a high failure rate, especially for the poor, the handicapped, or the disadvantaged.

More than 40% of our nearly 3000 students are deprived by Title I standards. Our compensatory programs are geared mainly to meet their needs. With your permission, Mr. Chairman, I am going to ask different members of our staff to briefly describe some of the projects we have in operation and to give you some of the outcomes of these projects. These people and their topics are as follows:

Mr. Donaldson: Special Classes & Summer Programs. Lana Richardson: Special Education. Harold Wilson: Reading Improvement Programs, John Crockett: Counseling & Health Services. Dave Gover: Prevocational High School Programs for the Disadvantaged & Handicapped.

In closing, I should like to mention some other "people centered" programs that have spun off our Title I services in the form of cooperatives.

For example, two years ago we started our kindergarten program for all 5-year olds. We were able to do this by combining Head Start, Title I, private tuition and Board funds and as far as we know in doing this, we became the first rural school system in the State to offer a full kindergarten program.

Secondly, we are cooperating with Morehead State University and the Division of Adult Education in Frankfort to operate a full-fledged Community Education program in Montgomery County that offers numerous services for children and their families. (See enclosed brochure)

We are also cooperating with Dr. Eyster here at Morehead to operate a Right to Read program in the county for illiterate adults and at the same time carrying out books and toys to deprived preschool children in these homes.

I could go on and on naming "people centered" programs and efforts that we are operating, but my point is that many of these are "spin offs" or more specifically, programs influenced by Title I.

In closing, I say without hesitation that the drastic curtailing or cutting off of Title I funds would all but competely destroy our school programs and would certainly put the lean years back upon us.

COMMENTS: JOHN L. CROCKETT

Counseling services for disadvantaged students in Montgomery County are provided by two counselors working in the elementary school and one employed in the high school.

Each counselor attempts to establish a compatible working relationship with the individual student and with the home to assure a more adequate school adjustment. In addition to consultive and co-ordinative services, counselor activities also include individual and group counseling in the areas of career exploration, scholastic achievement, socio-personal concerns.

As part of his regular duties the counselor also provides appropriate assessments of the students achievement levels as a means of assuring adequate placement. Referral agencies are utilized when this need is indicated. One of the chief responsibilities of the counselor is to focus community services on the disadvantaged children and families.

A pupil self-appraisal form was administered last year to grades 4–8 to obtain a measure of pupil growth in attitude toward school and self-concept development. The survey showed a positive indication on nearly every question that large numbers of students were becoming better adjusted to school and had improved self-images. Thirty-one percent of the students had gained during the school year a positive self-image.

The counselors tried to build goodwill and satisfying relationships between the home and the school so that parents would encourage their children's staying in school and would positively affect their academic performance. Ninety-eight percent of the 549 disadvantaged students surveyed at Camargo said that their father and mother "want them to do well in school."

Extensive guidance programs as now provided in grades K thru twelve with Title I funds and coupled with other positive projects appear to be getting the following outcomes in marked degree.

1. The children who get services are showing significant improvements in self-image.
2. These children in tremendous number are becoming better adjusted to school life.
3. Disadvantaged children with proper attention, improved self-images, better clothing, and health are gaining satisfying peer group acceptance.
4. Teachers and students are placing increased confidence in the counselors and show evidence of this by constant and numerous referrals.
5. Parents are working more closely with the schools through the counselors to help children.
6. Significant increases in contacts and referrals to public agencies are being made by counselors for the health and well being of disadvantaged children.

Health Services

Health services are provided for all disadvantaged children in our shcool system. Here are examples of some of the health services provided last year as summarized from the school nurse monthly reports.

Home visits by nurses	102
Office visits by students	2, 393
First aid	300
Conferences: Classroom teacher-nurse	136
First grade physical exam reports	516
Referrals to M.D. and dentists	386
Number given vision test	1, 179
Referral to special for vision and hearing	183
Clothing and shoes issued	350

Dental trailer from State Department

We used a small amount of Title I funds to encourage several other civic and public agencies to cooperatively sponosr a dental trailer program for disadvantaged children in Montgomery County. We were able to correct problems for about 250 children at no cost to them. For a Title I investment of $150, we gained $1500 worth of services for our children. This activity directly corrected dental problems which in turn undoubtedly made most of these children more effective students.

In addition to the above activities the nurses spend at least one-fourth of their time in health education activities such as: personal and feminine hygiene, drugs, venereal disease and safety.

COMMENTS: EVERETT DONALDSON

The non-graded program in Montgomery County has concerned itself with students who have not done well in the first grade by bringing them to school during the summer, followed by a non-graded regular school year program which concerns itself with having students self-paced rather than group-paced. Participants in the program have generally shown clear evidence of growth.

Behind this departure from the traditional classroom role was a philosophical change relating to failure and promotion. It was noted that from 25 to 35% of the students in the first grade were being retained. The staff saw the damage of the failure complex as students experienced failure at such an early age. Many of these students were either too immature to succeed in school, or were from deprived backgrounds, and most generally the child was hampered by a combination of both. An urgent need was felt for an alternative to failure.

The plan adopted begins with bringing the under achieving first graders back to school during the summer and putting them in programmed reading and math with the intention of moving them into the second grade in the fall. The pupil-teacher ration was lower than during the regular year, and the assistance of an aid and volunteer parents was added.

At the end of the 1972 summer term, it was found that:

1. Children had a mean gain of more than two months in reading and math on standardized tests.
2. More than 90% of the students verbally indicated a much improved attitude toward teachers and school in general.
3. More than 98% of the 60 children were promoted to the second grade, and appear to be making satisfactory progress.

During the regular year students who did not perform well in the regular classroom could be put on a non-graded track with a reduced pupil-teacher ratio where they could use high interest-low level programmed materials which they could not have had in foundation funded programs.

Departure from the 1 teacher-30 or more student-one classroom arrangement to a teacher, with an aid to assist, and sometimes parent volunteers, and materials which would help the student to be self-paced rather than group-paced caused students to be happier and less frustrated.

An attempt was made to involve parents so they could become aware of their children's problems. After a year in the program 28 of 29 parents responding stated that their child was better adjusted in school, brought more library books home, read more, and generally felt that their child's chances of succeeding had been greatly enhanced. On the Test of Basic Experiences the students showed a rise in percentile rank for the 6th to the 19th percentile. By providing both teachers and students with an alternative to failure, it is strongly believed that the students' self-image was, and is being preserved and encouraged, and that reasonable success in school is assured.

COMMENTS: LANA RICHARDSON

In 1967 the first educational programs for the mentally handicapped child were established in Montgomery County with the use of Title I funds. The program originated with one unit for EMR students in each of the two elementary schools with teachers under professional commitment to become certified in the area of special education. Title I funds made it possible for these teachers to receive the training necessary to become certified according to state standards for teaching the mentally retarded.

Montgomery County now has three classroom units for the mildly retarded operating in each of its elementary schools and an additional unit in the high school which serves those students previously in EMR classes who are ready for pre-vocational experiences. In addition to the expansion of EMR services, a modern, air-conditioned facility for the trainable retarded youngsters was constructed at one of the elementary schools to serve those children who had previously not been enrolled in school because of the severity of their handicaps. This unit serves the Montgomery County community as well as several adjoining counties.

In order to assure adequate functioning of these children in special programs, Title I funds have been used to renovate classrooms, provide medical and psychological services, and supply clothing and shoes for those who are economically deprived.

Services for the mentally handicapped in these programs have attended themselves to providing equalizing cultural experiences and special instructional materials designed to meet the unique academic needs of the students. Reduced student-teacher ratio and addition of a para-professional for each classroom unit has produced an optimal learning situation of the educationally deprived child.

Special education services have been expanded to include two speech therapists who are responsible for identifying speech and hearing disorders and for instituting treatment plans or making referrals for remediation of these defects. In the current school year all elementary children were screened for possible speech disorders and two hundred are now receiving therapy as a result.

Each of the 13 Title I aides employed in the system have received training for working with disadvantaged students either in the area of health services or in classroom instruction.

In total scope, we now have 10 special education units in operation in the county, each with fully certified personnel.

It is difficult to assess many of the significant effects of special programs for children who are experiencing social and academic failure. The outcomes for children in Montgomery County have been overwhelmingly positive in terms of improved self-concept, increased skill in academic areas, ability to make a satisfactory adjustment to shcool, and in general the development of social skills which have made it possible for them to relate more effectively to their environment.

COMMENTS: MR. HAROLD L. WILSON

With our first Title I fund in 1966, we identified reading ability as our major problem in Montgomery County education. We found nearly half of our students reading below the national norms.

We immediately set up three reading laboratories (one at each school) and equipped these with the best materials and equipment on the market at that time.

We paid stipends to the teachers in charge of the labs to get at least masters degrees in reading, trained their aides and enlisted the help of volunteers to give each child as much individual attention as possible.

We continued in each of the summers since 1966 to offer remedial reading services to at least the most acute reading cases among our children in grades K–12. Reading improvement has been substantial.

I offer you the following standardized test data from the post years Title I evaluation as evidence of some of the studies we are making in this area.

A. 35 kindergarten children at Mapleton Elementary School moved from a language mean score on the Test of Basic Experiences from 50 to 75 percentile and at Camargo fifty-one children moved from the 27th to the 49th percentile.

B. During the past school year the 68 students enrolled in remedial reading at Mapleton showed an average gain of 12.3 months in comprehension and vocabulary in the Stanford Achievement Tests.

B. Sixty high school participants last year gained 12 months in vocabulary and over 5 months in reading comprehension according to pre and post Iowa Test of Basic Skills.

In summary the diagnosis and prescription type teaching for remedial reading is making a tremendous impact on the total number of children learning to adequately read and we attribute this mainly to Title I.

COMMENTS: DAVID B. GOVER

Title I has had a tremendous impact on the educational opportunities that are available for all our students, especially students who come from the lower socio-economic levels of our community. I am speaking of the students who are classified as disadvantaged or the handicapped.

Through the Title I funded guidance counselor services are provided to the students named above in the following areas: personal guidance, testing, family guidance, academic counseling, employment placing, group counseling, scheduling and many other humanistic and developmental services. A career education project partially funded by Title I provides one teacher to work with approximately 30 students who are highly potential drop-outs in helping these young people to understand their place in society and the world of work. They are taught grooming, how to make application for jobs, how to be interviewed for employment, how to hold a job, how to get along with people and other pertinent ways of successful living. These students also work ½ day which gives them an opportunity to earn a small amount of money to purchase books and other supplies for school.

Through the use of Title I funds the multi-discipline approach to learing was utilized in meeting the needs of the slow learners. In this program Title I teachers and aides are utilized in helping to meet the needs, interests, abilities and experiences of approximately forty-five 10th grade students and 65 freshman students.

Through this approach the students receive individualized attention and new techniques in classroom instruction to cause each student to realize the need for education and to work up to his ability.

Title I funds is the major key that helps the staff at our school meet the needs of the students on all educational levels.

ESTILL COUNTY BOARD OF EDUCATION,
Irvine, Ky., March 26, 1973.

Hon. CARL D. PERKINS,
House of Representatives,
Committee on Education and Labor,
Washington, D.C.

SIR: I would like to submit the following information concerning the financial situation of the Estill County School System and in support of testimony you received in the sub-committee hearing Friday, March 23, 1973 while in Morehead.

We have approximately 3100 students enrolled in the Estill County School System with a Title I budget last year totaling $257,000.00. We have employed 29 certified people to teach reading and supportive activities under Title I. Practically all of this budget goes into salaries for them.

Under the Continuing Resolution, we expected to receive the same amount this year ($257,000.00) as we received last year; however, State Title I authorities tell us now, we will receive only about $220,000.00. This is an effective cut of $37,000.00 in Title I funds during a period when inflation has been taking it's toll.

With this reduction in funds, we will be $30,000.00 short this year (72–73) in meeting salary requirements alone under Title I. The deficit will have to be made up from General Fund monies. But then the President cut P.L. 874 funds and eliminated (B) pupils which means Estill County will lose approximately $41,000.00 from the 100% funding category. We had; however, budgeted only $30,000.00 or approximately 70%. With the President's cut, we will be $29,000.00 short of this figure.

With a $29,000.00 shortage in P.L 874 monies, and the loss of $37,000.00 in Title I funds, our district will end this fiscal year June 30, 1973 with a large deficit. Had we known this information last summer, we would have made budget corrections to compensate for it, even though it would have meant cutting our educational program to the bone.

We feel that if Washington is going to make changes in budget amounts to local school districts, they should be made during the year preceeding the actual cut so that proper planning could be made.

Congressman Perkins, we are a pauper county striving very hard to offer a meager program to our students, and now it looks as if we are going to have to cut even further. Any help you can give us in the restoration of these funds for this year, even at this late date will be more than appreciated.

If these funds are not restored, and new monies added to them to compensate for inflation, we will have to let a minimum of 15 and perhaps as many as 20 teachers go at the end of this school year. The boys and girls of Estill County will suffer.

I want to commend you and your entire sub-committee for the attitudes toward Federal Aid expressed last Friday, and I sincerely hope your influence can prevail in Washington. We want present Category Aid continued, and if Revenue Sharing for education is to become a fact, then let it be Sharing of the Revenue above that amount of Category Aid that has become a part of regular school funding.

Yours very truly

BUFORD T. HORTON,
Superintendent.

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